

# Handbook on Rural Workers' Rights

under the

National Rural Employment Guarantee Act

**Unity ■ Democracy ■ Militancy**



**NTUI**

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**Handbook on Rural Workers Rights  
under the National Rural Employment Guarantee Act**

**An NTUI Document**

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## Preface

The NTUI Handbook on Rural Workers' Rights describes the procedures in relation to the implementation of the National Rural Employment Guarantee Act, 2005 and the Central Guidelines to it along with state rules wherever they are available.

The handbook is designed for implementing the strategy of NTUI to organise rural workers around NREGA. The NTUI strategy focuses on organizing to get employment and ensure wages to rural workers at the village level.

The process of guaranteeing employment as a legal right has been broken in modular steps. In each step, the handbook describes the specific procedure to follow the law and the guidelines and the action that unions need to take. Further it has been designed to create an information system that NTUI intends to build effectively to monitor the implementation at each level and struggle on the basis of legitimate information.

The Handbook will help in monitoring and implementing the legal rights of each individual in rural areas, adequacy of projects to provide employment guarantee to all households in the village and assess the state and central governments financial and administrative capacity to implement the Act in a state.

The handbook has built on a problem solving methodology and is designed to assess the learning from the process of organizing using the framework of NREGA, testing the assertions and the elements on an empirical basis.

The handbook has been developed to support the strategy of NTUI for organizing rural workers. It was discussed and validated at the workshop of affiliated rural and agricultural workers' unions held on 7 and 8 June 2006. Further, it has been field tested in actual organizing. In particular it is an outcome of the efforts of District Labour Union (Karnataka), Gujarat Adivasi Sabha (Gujarat), Gramin Mazdoor Sabha (Gujarat), Gramin Mazdoor Union (U.P.), Pashchim Banga Khet Majoor Samity (West Bengal), Plantation Working Class Union (Kerala), Tamil Nadu State Construction Workers' Union (Tamil Nadu), Tamil Nadu State General Workers' Union (Tamil Nadu) and Unorganised Working Class Union (Kerala). We acknowledge the contribution of the office bearers and activists of these unions.

We also received valuable inputs from REACH (Karnataka), Rural People's Sangam (Tamil Nadu) and Upliftment of Rural Poor (Tamil Nadu). We also shared the manual with organisations connected with the Right to Work Campaign. In particular we thank Prof. Jean Dreze for his detailed written comments.

This manual would not have been possible but for the tireless efforts of the NTUI Research Unit. Dithhi Bhattacharya not just painstakingly waded through umpteen drafts of the Handbook but also tested it at every stage with the cooperation of

NTUI affiliates in various parts of the country. Mohan Mani and Rosa Basanti fact checked and edited the Handbook. Prabhat Ranjan put in long hours long beyond his call of duty for the Hindi translation.

Gautam Mody  
Secretary

New Delhi  
2 November 2006

## Chapter I: Introduction

### **Why is NTUI engaging with the implementation of the NREGA?**

Trade unions have through their history remained committed to achieving full employment. Our commitment in organising the unorganised is derived from this understanding. We believe that with increase in visible employment, aggregate real income will increase, which in turn will increase aggregate consumption of the poorest of the working class.

We, however, recognise that achieving full employment is neither tenable nor sustainable in a capitalist economy. The very existence of unemployment is essential for maintaining the stability of the capitalist system. There are four clear factors that make the existence of unemployment necessary for the stability of the capitalist system. First, it provides the capitalist system with a pool of available labour from which to draw on when the pace of accumulation increases and economic growth creates a need, however temporarily, for more workers. Second, unemployment serves to discipline workers, who may not fear being laid off in an environment of full employment or become more militant in articulating and struggling for their demands. Third, unemployment is an effective instrument that capital uses to hold down wages by using unemployment to discipline workers and thereby decreasing their bargaining power and thus keep wages from rising. Finally, inflation is an instrument of capitalism to sustain downward pressures on real earnings of workers and their by eroding their bargaining power.

In the national context, the contribution of the rural sector in the GDP is fast declining though the population dependent on it has remained almost stable over the years. The contribution of agriculture to GDP in the period 1960-2002 has declined from 55 per cent to 24 per cent while the percentage of labour force dependent on agriculture has declined only marginally from 74 to 60 percent. Considering rural non-farm sector, the percentage of employment in this sector in total rural employment has only increased from 16.6 per cent in 1977-78 to 23.8 per cent in 1999-2000, which definitely does not have the capacity to absorb the mass of the rural disguised unemployed workforce. Hence, the pressure on the rural sector is growing each day.

According to the *Rural Labour Enquiry Report On Consumption Expenditure of Rural Labour Households: Year 1999-2000 (55th NSS Round)* the average daily earnings of workers in agricultural operations in a Rural Labour Household is Rs. 40.58 for men and Rs. 28.57 for women and the number of days worked on wage employment by men in a year is 222 and women is 192. And finally, according to the same report, the average number of wage earners in a rural labour household is 1.7. Therefore, even if we assume that there are 2 wage-earning adults (one man

and one woman) in a rural household then the annual earning from wages is Rs. 14500 ( $=40.58 \times 222 + 28.57 \times 192$ ) approximately. Even if we use the national average as the baseline for earnings of all rural workers across the nation and consider Rs. 60 as the floor wage under NREGA, a 100-day guaranteed employment would mean an increase in the annual earning of a rural household by more than 40%. Considering the fact that the national average wage earning is far greater than that prevailing in most of the NREGA districts, the increase in rural earnings with the implementation of the NREGA would be considerably more than that calculated here.

Further, if we consider the NSSO's 60th Round Survey on Employment and Unemployment conducted in January-June 2004 we find that at the all-India level according to the current daily status the unemployment rate in the urban sector is 88 persons per 1000 persons as opposed to 91 in the rural sector. The urban sector has dismally failed to create new jobs. Further, expenditure in the public sector has declined over the years thereby reducing its employment generation capacity. Consequently, the urban sector has become all the more incapable to absorb the migrating rural workforce. Hence despite the intrinsic dualism rural-urban migration is also not sustainable. In the light of this employment crisis we see the NREGA as an opportunity to broaden our struggle and provide space for organising rural workers around the legal guarantee of 100 days of employment.

The NREGA as it appears today has its own shortcomings. It fails to ensure full employment of 240 days at minimum wages for all capable and willing adults. Moreover what we should also understand is that even if we get a guarantee of 240 days employment at minimum wages, this wage is far from the living wage. This wage may lift the rural workers from a state of destitution to a higher level, but it will fail to use the labour resource of the economy to its full potential. Also in the operation of the NREGA, wages are decided in terms of agricultural wages when the actual work provided is necessarily non-agricultural work. This work is quantified in terms of the PWD schedule of rates. As a result the daily wages payable under the Act remains ambiguous until the quantum of work is defined appropriate to the wage rate under the Act thereby leaving it to the states to interpret it in favour of the rural landed interest. In our understanding and experience, the initial struggle in implementing the Act will be to define, according to the area and conditions of work, a schedule of rates for different non-agricultural work commensurate with the wage rate applicable under the Act.

However it also throws up some important challenges before us. Addressing the gender issue is one such test. In a predominantly patriarchal society, we fear that men will singularly accept the work provided under NREGA thereby excluding participation of women workers. However we also believe that if women come out to work in the projects under NREGA while the men continue to work in the traditional areas of work, it will have a three-pronged effect:

1. The aggregate family income increases. Women in the rural sector are paid lower wages than their male counterparts and hence it is more profitable for a household to withdraw the women workforce from the free labour market and engage them under the NREGA where they are paid a minimum wage.
2. The gender harassment and exploitation that women are subjected to under the traditional agricultural sector is like to considerably diminish.
3. Finally, if women do accept work under the NREGA, with the increase in their wages the average wage in a rural economy will rise and the demand for higher wages in the traditional sector will get strengthened.

If the Maharashtra EGS is any example to go by, the guarantee of work did result in empowerment of women and the mobilisation of the poor. The proportion of women amongst Maharashtra's EGS labourers is close to 45%.

From the past experience of various Food-for-Work and other rural employment programmes the following is evident:

- i. The programmes do not fulfil the potential for a wage push, because of inadequate work quantum and low wages – often below the statutory minimum wage.
- ii. Without effective control and monitoring of rural people, the resources get siphoned off or unproductive work is planned. Consequently, they rarely result in any long-term asset creation for rural development.
- iii. These were not legally enforceable and therefore dependent on political patronage without creating a political space for organising the rural poor. They did not provide a framework for collective bargaining and had little potential for accumulating organisational strength.

The NREGA makes a limited attempt to bridge these gaps. It has two distinct aspects:

- i. It specifies legal rights enforceable under law for:
  - a) 100 days of work for any rural household
  - b) Minimum wage of Rs.60 per day or the prevailing statutory minimum wage in the region, whichever ever is higher for rural work
- ii. Gram Sabha has been legally empowered to productively employ rural surplus labour to create real capital assets in the rural sector for development.

A guaranteed additional income of at least Rs. 6000 will definitely increase the effective demand in the rural sector thereby fundamentally altering the consumption pattern of the rural economy. What we also understand is that these provisions of the Act will lead to a multiplier-accelerator effect. The investment made by the government in creating real capital assets in the rural sector is likely to affect the consumption pattern of the rural workforce, which in turn will affect further investment decisions in the rural sector. This understanding is derived from the simple fact that one person's spending becomes another person's earnings, which in

turn, allows for further spending. Any increase in spending, then, whether originating from the private sector or the public sector, gets multiplied through successive rounds of income earning and consumption spending. It opens up space for increasing the investment into wage goods sector thereby shifting the axis of national development from imperialist induced luxury consumption sector.

A comprehensive implementation of the NREGA would entail that the working population will demand a larger portion of the budgetary provision for themselves. To ensure that the government will have to either expand the tax base or indulge in deficit financing to raise resources. The LPG package introduced in the third world countries, including India, calls for reducing the tax rates thereby promoting the interest of capital as well as drastically cutting deficit financing. Hence by demanding a larger share in the cake, the workers would force the government to take action that would go against their class interest. This is the class struggle that we envisage NREGA would open up.

This Act also establishes some crucial rights of rural workers. Given the anomaly that though a majority of the workforce in India is dependent on the rural economy, very few cases of violation of labour rights appear in courts of law as opposed to the numerous cases lying in courts filed by the miniscule organised sector workforce. This Act is path breaking in the sense that for the first time in the history of Indian labour law there is a law that specifically establishes rights of rural workers. The NREGA establishes the right of rural workers to

- payment of wages
- equal wages for equal work
- minimum wages or the nationally established floor wage of Rs. 60
- a 7-hour workday and a weekly day-off
- a crèche, for children accompanying parent
- medical facilities and compensation, in case of worksite accidents
- unemployment benefit, if no work can be provided
- information, regarding every stage of the implementation of the Act.

Further, the provision of work under the NREGA is demand driven. The creation of a sustained demand will depend upon the organisational strength of the rural poor. The act has to be effectively used to accumulate organisational strength to sustain this demand besides changing the political shape of rural India.

Effective implementation of this Act will contribute to the reduction in outward rural migration. The rural workers migrate to urban centres in lean agricultural seasons, which tends to reduce the average wage in these urban centres by undercutting urban wages. The security of the additional income to the rural workers provided by the NREGA will strengthen their bargaining power, which in turn will make it possible to raise the urban floor wage of unskilled workers.

NTUI therefore views the NREGA as potentially a programme that can result in a positive impact on collective bargaining strength of the poor communities, both with their employers and the government:

- (i) as it opens up the scope for advancement of the process of unionisation in the agrarian and rural sector and also advances unionisation around the core NTUI principal of one union in one location and one sector; and
- (ii) as it can be seen as a critical labour right – where the two rights have primacy over all others: the right to employment and the right to payment of wages.

The focus of winning these rights must not be limited to campaigns, however important this may be in the initial period, but beyond it, through sustained struggle of rapidly unionised workers. In the first instance, NTUI shall focus and concentrate on specific contiguous areas which enable us to integrate the organised union strength with new organising initiatives. This view comes from the organisational understanding that if union power has to be advanced in a short time it has to accumulate organisational strength to make *strategic strikes* at specified sites.

Further proper implementation of the NREGA in the rural sector would also mean the creation of an employment opportunity in the rural sector beyond the employment provided by the semi- feudal structure. Contending this will not be an easy task, as it would entail breaking, to some extent, the power of the feudal structure. These are challenges before us that we need to test on the ground to see its success.

## Chapter II: Eligibility

The National Rural Employment Guarantee Act, 2005 (NREGA) aims to provide at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. To avail this guaranteed employment households would have to register. In this Chapter we consider issues of eligibility for registration under NREGA.

### 1. Are you eligible?

You are eligible to register under the NREGA if you are:

- above the age of 18 years;
- residing in any rural area where the act is being implemented; and
- willing to do unskilled manual work. (*Clause 1 Schedule II NREGA*)

#### **Karnataka and West Bengal Alert!**

The Karnataka REGS specifically mentions that the basis for issuing a Job-card to a household shall be same as that of a ration card. The proof of residence may include any of the following

- i. Ration card;
- ii. Electoral Photo Identify Card issued by the Election Commission of India;
- iii. Bank account or account in credit co-operative society in the Panchayat;
- iv. Ownership of agricultural lands;
- v. Ownership of non-agricultural property assessed to property tax by the Gram Panchayat;
- vi. Resolution of the Production Committee of the Gram Panchayat that the applicant is ordinarily a resident of the Gram Panchayat;
- vii. Resolution of the Gram Panchayat on the application by a prospective resident that she/he and her/his family intend to reside in the Gram Panchayat.

This makes the application of job cards for migrant workers and the landless very difficult.

On the other hand, the West Bengal REGS states that the Electoral roll and Ration cards, which provide a record of the age and residence of people of the area it may be used for the purpose of quick verification. This again opens the scope for discrimination.

### 2. What is meant by “Unskilled Manual Work”?

Any physical work which any adult person is capable of doing without any skill or special training will fall under this category of work.

You only need to be an adult to be able to do this kind of work. You need no training or skill. This will only involve physical labour. *(As defined in the NREGA)*

### **3. What is a Household?**

A household will mean all the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals.

Or, all members who hold a common ration card.

It will also mean a single-member family. *(As defined in the NREGA)*

However according to the Guidelines to the NREGA, a 'household' will mean a nuclear family comprising of a mother, a father and their children, and may include any person wholly or substantially dependent on the head of the family. *(Clause 4.1.3 Guidelines)*

### **4. What is a "Rural Area"?**

Rural area means any area in a state except those covered by any urban local body or a Cantonment Board established or constituted under any law for the time being in force. *(As defined in the NREGA)*

### **5. Who are the 'Implementing Agencies'?**

According to the Act, Implementing Agency is the organ of the Central and/or State Governments that are specially designated to execute the working of the NREGA.

"Implementing Agency" includes any department of the Central Government or a State Government, a Zilla Parishad, Panchayat at intermediate level, Gram Panchayat or any local authority or Government undertaking or Non-Governmental Organisation authorised by the Central Government or the State Government to undertake the implementation of any work taken up under a Scheme. *(As defined in the NREGA)*

### **6. What should you do to get work under the NREGA?**

To get work under the provisions of this act you must register and get a Job Card. *(Clause 5 Schedule II NREGA)*

A form, with a tear-away receipt at the bottom, will be used for registration, and the receipt will be given to the registered person/ family.

- You need to apply as a household not as an individual. *(Clause 4.1.2 Guidelines)*
- The application can be made
  - on plain paper to the Gram Pradhan/ Sarpanch of your village seeking registration for work under the act. *(Clause 4.2.1 Guidelines)*
  - orally by appearing personally before the Gram Panchayat requesting for registration. *(Clause 4.2.2 Guidelines)*
- The application must have the names, age, SC/ST status and the address of all the adult members of your household who are willing to work under the scheme. *(Clause 4.2.1 Guidelines)*

You must insist on a signed and dated receipt for the registration form. This will ensure your claim for job cards and hence employment under the NREGA. Oral application is permissible under the Act but is not advisable.

#### **7. Who shall determine the existence of a household as an entity?**

The Panchayat, in the process of verification, shall check for the existence of a household as an entity. If you are not satisfied with the definition of your household made by the Panchayat, you can complain to the Programme Officer and seek registration under the Programme Officer. *(Clause 4.2.3 Guidelines)*

#### **8. What kind of verifications can be made by the Gram Panchayat before issuing Job Cards?**

The verification of applications for registration shall be restricted to your local residence in the concerned Gram Panchayat, your household as an entity, and the fact that all applying members of your household are adults.

#### **9. What is the responsibility of the Gram Panchayat at this stage?**

The responsibilities of the Gram Panchayat are:

- to accept all applications and issue job cards after making verifications. Verification can be made only regarding local residence, the household as an entity and the fact that all those seeking work are adults. *(Clause 2 Schedule II NREGA)*
- keep the process of registration open throughout the year at the Gram Panchayat office during working hours. *(Clause 4.2.6 Guidelines)*
- to complete the process of verification within 15 days of receiving the application. *(Clause 4.2.7 Guidelines)*

- to enter all particulars in the registration register in the Gram Panchayat after making the verifications. *(Clause 4.2.8 Guidelines)*
- to assign a unique registration number to every registered household. *(Clause 4.2.9 Guidelines)*
- **to hold a Gram Sabha of all registered workers.** *(Clause 4.2.11 Guidelines)*
- **read out all additions and deletions made in the Registration Register in the Gram Sabha.** *(Clause 4.3.6 Guidelines)*

## Chapter III: Job Card

Once the registration forms have been submitted, the Gram Panchayat, after verification, has to issue Job cards to each household. This chapter deals with issues relating to Job cards.

### 1. What is a Job card?

The job card is the critical document that will ensure that you get work under the NREGA. This is your identity card. This shall also contain a record of work that you perform under the Act. It is your right to get this job card if you are eligible to get work under the NREGA.

### 2. How do you get a job card?

Once you apply for registration under the REGS, you are eligible to get a job card.

- The Gram Panchayat will issue a **job card to each registered household.** *(Clause 2 Schedule II NREGA)*

#### **Karnataka Alert!**

The Karnataka REGS provides for the provision of an additional Job-Pass book for each person who has registered for employment recording the details of employment. It is to be provided by the Gram Panchayat.

- The job card must be issued **within 15 days** of the application for registration. *(Clause 4.3.2 Guidelines)*

#### **Karnataka Alert!**

The Karnataka REGS states that the applications for registration shall be disposed of within fifteen days failing which the applicant shall have legitimate claim to be provided with employment on demand. This provision bypasses the provision of issuing of job cards to registered households.

- Job cards must be **issued in the presence of the local community.** *(Clause 4.3.2 Guidelines)*

### 3. How much should you pay for the job card?

**Nothing.** All costs of the Job Cards, including that of the photographs, will be part of the programme cost. *(Clause 4.3.3 Guidelines)* No money should be charged for photographs for Job cards as well as Job Pass-books, if they are issued.

You do not even need to pay for a duplicate Job card, in case of loss or damage of the original. *(Clause 4.3.10 Guidelines)*

**Karnataka and Kerala  
Alert!**

Both the Karnataka and the Kerala REGS states that duplicate job cards will be issued subject to payment of a charge that may be determined by the Gram Panchayat. This violates the provision of the NREGA as the cost of provision of job cards must be a part of the project cost and cannot be charged on the applicant.

**4. How long will a job card be valid? Can we make additions/ deletions to the job card within the validity period?**

The Job Card shall be **valid for a period of five years.** *(Clause 3 Schedule II NREGA)*

The Gram Panchayat should undertake **an annual updating of the job card.** The time for this updating should be fixed keeping the work and migration season of the workers in mind. *(Clause 4.3.5 Guidelines)*

Any death or change in permanent address of adult members in a household needs to be reported immediately and the change made in the Job Card. *(Clause 4.3.5 Guidelines)*

**All additions and deletions made in the Registrations Register should be read out in the Gram Sabha.** *(Clause 4.3.6 Guidelines)*

**5. What happens if you lose or damage your job card?**

A copy of all Job Cards must be maintained at the Gram Panchayat, which should be regularly updated with employment records. In case of loss or damage of the original card, the cardholder should apply for a duplicate card to the Gram Panchayat. The duplicate card can be a copy of the card maintained at the Gram Panchayat.

The process for obtaining this duplicate card is the same as getting the original card. No processing charge can be charged for this. *(Clause 4.3.10 Guidelines)*

## 6. What information should your job card have?

- The job card must contain permanent information such as the household registration number, and its members, age and sex of all adult members of the family who are willing to work. The job card must also contain information on the employment details for five years. *(Clause 4.3.7 Guidelines)*
- Photographs of all adult members who have applied for work under the scheme must be attached to the job cards. This can be affixed later (within three months) in certain areas if immediate provision of a photograph is not practicable. *(Clause 4.3.3 Guidelines)*
- The job card should have the provision for addition / deletion of members eligible for work. *(Clause 4.3.5 Guidelines)*

## 7. What are your rights and duties at this stage?

### Rights

1. You must receive your job card within 15 days of applying for registration. *(Clause 4.3.2 Guidelines)*
2. You can apply for additions/ deletions of members from your job cards. *(Clause 4.3.5 Guidelines)*
3. If you do not receive your job card within 15 days of applying for it:
  - a) If the Gram Panchayat has not issued the job card then you can complain to the Programme Officer (i.e. the BDO) against the Gram Panchayat and apply for registration to the Programme Officer;
  - b) And, if the Programme Officer (i.e. the BDO) has failed to issue your job card then you can give in your complaint to the District Programme Coordinator against the BDO.

**All such complaints must be disposed off within 15 days.** *(Clause 4.3.11 Guidelines)*

4. If your job card gets lost or damaged, you can apply for a fresh card *(Clause 4.3.10 Guidelines)*

### Duties

1. In case of death or permanent change of address of any adult member whose name appeared on the Job Card, you must immediately report to the Gram Panchayat. *(Clause 4.3.5 Guidelines)*

Your Job card must have:

- **Household Registration Number**
- **Names of all Adult members of the Household**
- **Age and Sex of the members registered**
- **Employment details for Five Years**

**Your Job Card must be valid for *Five (5) Years***

## Chapter IV: Application for Work

Under *Clause 3 Schedule II* of the NREGA, on receiving your Job Card you are entitled to apply for work under the State Rural Employment Guarantee Scheme (REGS).

### 1. How do you apply for work?

Your application for work must be submitted to the Gram Panchayat in writing on plain paper stating:

1. the registration number of your Job Card;
2. the date from which you seek employment; and
3. the number of days you seek employment for. (*Clause 9 Schedule II NREGA, 4.4.2 Guidelines*)

If you have a problem in applying for work at the Gram Panchayat, you can also submit your application directly to the Programme Officer. (*Clause 9 Schedule II NREGA, 4.4.1 Guidelines*)

### 2. Is there any restriction on the number of days you work under the scheme?

Your household is entitled to 100 days of work in each financial year. You can work for as many days as you want subject to this maximum of 100 days. (*Clause 8 Schedule II NREGA*)

But your application for work must be for at least 14 days of continuous work with not more than 6 days a week. That is, every work application must be for 16 days with two weekly holidays in this period. (*Clauses 7, 15 Schedule II NREGA*)

However if the work is piece-rated then no time restriction can be made mandatory for payment of wages. (*Clause 6.2.3 (d) Guidelines*) Hence the demand should be for time rated work.

### **West Bengal Alert!**

The West Bengal REGS provides an additional clause for getting work under the scheme. It states that the period of employment shall ordinarily be for at least fourteen days with not more than six days in a week and *work shall be offered normally on first come first serve basis.*

### 3. What are the various ways in which you can apply for work?

- ❑ You can give a **single application** for a number of days in different periods during the whole year provided the periods do not overlap. *(Clause 18 Schedule II NREGA)*
- ❑ Several applicants may also submit a **“joint application”** containing the details of each application for work. That is, a number of applicants, not necessarily from the same household, can together make a single application for work. *(Clause 4.4.3 Guidelines)*
- ❑ You can also make **multiple applications** for work provided the periods for which you seek work do not overlap. *(Clause 19 Schedule II NREGA)*

#### 4. When can you apply for work?

Application for work must be accepted at any time. That is, throughout the year during working hours of the concerned functionary (Gram Panchayat or Programme Officer). The Gram Panchayat and the Programme Officer, as the case may be, is bound to accept valid applications and to issue dated receipt to you. *(Clause 10 Schedule II NREGA)*

It is the duty of the Gram Panchayat to prepare a shelf of projects to be taken up under the Scheme during a financial year. *(Clause 16(1) NREGA)* Thus at any point of time applications for work cannot be rejected on grounds of non-availability of project.

#### **West Bengal Alert!**

The West Bengal scheme grossly violates the NREGA when it modifies the nature of provision of work under the NREGA. According to this scheme, the Gram Panchayat shall be responsible to provide wage employment to applicants except in extraordinary circumstances such as high rainfall, floods, water logging and other natural calamities when earthwork related employment cannot be provided in large quantity. Thus here provision of work becomes supply determined rather than being demand determined.

#### 5. Do you get a receipt for your application?

**YES.** The officer of the Gram Panchayat or the Project Officer to whom you apply for work **must issue a receipt with the date of application** to you. *(Clause 10 Schedule II NREGA)*

This is **absolutely essential** because this is the only document that can be produced by you in making a claim for unemployment allowance in case work is not provided in the period you seek work.

## Chapter V: Work and Employment

The NREGA endeavours to supplement rural income by providing guaranteed wage employment on demand. Work under NREGA is therefore demand determined and it is your right to get work whenever you demand it. This chapter looks into issues of work and employment under NREGA.

### 1. When do you get work once you have applied for it?

You must get wage employment within 15 days of applying for work or from the date you seek work, in case of advance application. The Programme Officer is responsible for this and must ensure that you get work. *(Clause 6 Schedule II NREGA)*

#### **Karnataka Alert!**

The Karnataka REGS specifically states that if no date for employment demand is stated in the application, then employment has to be provided within fifteen days of the application. This implies that no application can be rejected on grounds that the date for seeking work is absent.

### 2. What kind of work do you get?

The kinds of work that is permissible under the NREGA *(Clause 1 Schedule I NREGA)* are:

- ❑ water conservation and water harvesting;
- ❑ drought proofing (including afforestation and tree plantation);
- ❑ irrigation canals including micro and minor irrigation works;
- ❑ provision of irrigation facility to land owned by households belonging to the Scheduled Castes and Scheduled Tribes or to land of beneficiaries of land reforms or that of the beneficiaries under the Indira Awas Yojana of the Government of India;
- ❑ renovation of traditional water bodies including desilting of tanks;
- ❑ land development;
- ❑ flood control and protection works including drainage in water logged areas;
- ❑ rural connectivity to provide all-weather access; and
- ❑ any other work which may be notified by the Central Government in consultation with the State Government.

- ❑ maintenance of assets created under the scheme. *(Clause 5.13 Guidelines to NREGA)*

### **3. What does the Act guarantee for small and marginal farmers?**

According to the NREGA developmental works that are done under it should be directed and should benefit the weaker sections in the area.

- ❑ Land development works must begin with the land of small and marginal farmers.
- ❑ Land belonging to small and marginal farmers or SC/ST landowners cannot be acquired or donated for works under the program. *(Clause 5.1.4, 5.1.5 Guidelines)*

### **4. Do you have the freedom to choose your work?**

NO. The Programme Officer and the Gram Panchayat decides the allotment of work to people who have applied for work. *(Clause 10 Schedule I NREGA)*

### **5. How is work to be allocated if several members of your family apply for work simultaneously?**

If several members of your family (who share the same job card) are employed simultaneously under the Scheme, you should be allowed to work on the same worksite. Only in case of unusual circumstances can members of a household be allocated work at different worksites.

In such an event, the Gram Panchayat should ensure that the job card is processed at both the worksites. *(Clause 4.6.3 Guidelines)*

#### **All States Alert !**

According to the Tripura REGS, if individual members of a household are working on different works, only one of the adult members can carry the original card as the proof of identification. The other members can carry photocopy of the job card as a proof of identity.

All the payments made shall be entered in the original card only. No payment shall be made without the job card. *[Clause 7(2) (h) TREGS]*

This can be used as a test case law to ensure that individual members of a household can work at different worksites and their job card is duly processed.

## 6. Where do you get work?

**The work must be in rural areas.** *(Clause 3 Schedule I NREGA)*

**It should also be within a radius of 5 kilometres of the village where you reside at the time of applying.** *(Clause 12 Schedule II NREGA)*

In case employment is provided to you outside the 5-km radius, then it must be within the block and you must be paid 10% of the wage rate as extra wages, i.e. an extra of Rs. 6 if the wage rate is Rs. 60, as travel and living expenses. *(Clause 14 Schedule II NREGA)*

Women, especially single women, and older persons should be given preference to work on worksites nearer to their residence. *(Clause 4.6.2 Guidelines)*

### **West Bengal Alert!**

According to the West Bengal REGS if a Gram Panchayat fails to provide employment under the shelf of works within the Gram Panchayat, it shall inform the Programme Officer for providing work. If the Programme Officer also cannot provide work, it is the duty of the District Programme Coordinator to provide the work within the district, as far as possible in the nearby blocks. In such a case the implementing agency shall make makeshift staying arrangements.

## 7. How do you get to know that you have been allotted work?

The Gram Panchayat must send you a letter to the address that appears on your job card stating the day you are to report for work.

The Panchayat should also issue a public notice stating the names of people who are to report for work and display it at the offices of the Panchayat at the Village, Intermediate and the District levels. *(Clause 4.6.8 Guidelines)*

## 8. What happens if you do not report for work when you are intimated to?

If you do not report for work within 15 days of being notified to report for work, you shall not be eligible for unemployment allowance for a period of three (3) months but shall be eligible to seek employment at any time. (Chapter III Clause 9 (b) NREGA)

**Karnataka Alert!**

The Karnataka REGS specifies that the intimation by the Gram Panchayat to a member of the household who has demanded work, imposes an obligation on the member of the household,

- a. to report for work in the specified period, when work has been demanded by the household or within fifteen days of the notice whichever is later;
- b. not to remain absent for more than a week or a total period of more than one week in any month without obtaining prior permission from the implementing agency/executing agency;
- c. organise to depute in his/her absence, any other registered member of the household for work at the discretion of the household.

**9. Is there any reservation in provision of work for women?**

No, there is no reservation. But priority shall be given to women in such a way that at least a third of the people who are allotted work are women who have registered and have applied for work. *(Clause 6 Schedule II NREGA)*

**Kerala  
Alert!**

The Kerala REGS qualifies the provision of the NREGA by specifically stating that efforts would be made to provide one third of employment opportunities for women under the Programme. It goes beyond the concept of priority and talks of making a specific effort.

**10. Is there any reservation in provision of work for the disabled?**

No again, there is no reservation. But if you are disabled, you shall be given work that is suitable for you taking into consideration your ability and qualification. The work provided to you may also be in the form of services that are integral to the programme e.g. providing water at the worksites. *(Clause 4.6.10 Guidelines)*

- **Work under NREGA must be in Rural Areas only.**
- **You should get work within 5 km radius of your Village. If not, you are entitled to 10% extra wage.**
- **Work must be allotted within your Block.**

### **11. Are contractors allowed to execute the Programme?**

**NO.** Contractors cannot be engaged in any manner in the execution of works.  
(*Clause 11 Schedule I NREGA*)

**Kerala  
Alert!**

The Kerala REGS specifically states that in case it is found that contractors are being engaged, the District Programme Co-ordinator shall withhold further release of funds to the executing agencies and initiate suitable action against the erring official.

### **12. What should be the nature of work?**

As far as possible, the work undertaken under the scheme should be performed using manual labour and not machines. (*Clause 12 Schedule I NREGA*)

**Kerala  
Alert!**

The Kerala REGS specifically states that in case it is found that Labour displacing machines are being engaged, the District Programme Co-ordinator shall withhold further release of funds to the executing agencies and initiate suitable action against the erring official.

### **13. When can a new work start?**

A new work can start under the scheme only if:

1. there are at least 50 labourers available for that work; and
2. these labourers cannot be absorbed in any ongoing work.

However, these conditions may not be applicable in hilly areas and in respect of afforestation if the state government so determines. (*Clause 13 Schedule II NREGA*)

So this means there shall be new work only if the applicants for work exceed 50 persons who cannot be absorbed in existing works. So in order to get work, you need to ensure that there are sufficient applications for work at any given point of time.

## Chapter VI: Unemployment Allowance

As the NREGA guarantees employment to a household, in the event of failure to provide work within 15 days of receiving application for work, the state government should pay Unemployment Allowance to all those who had applied for work and did not get work.

### 1. What happens if you do not get work within 15 days of application?

If the Gram Panchayat fails to give you work within 15 days of receiving your application, you are entitled to daily Unemployment Allowance from the 16<sup>th</sup> day. *(Chapter III Clause 7(1) NREGA)*

### 2. What is the rate of the Unemployment Allowance?

The Unemployment Allowance shall be not less than **one-fourth the wage rate for the first 30 days of the financial year** and not less than **one-half of the wage rate for the remaining period of the financial year**. *(Chapter III Clause 7(2) NREGA)*

#### Rate of Unemployment Allowance

If Rs. 60 is the daily minimum wage, then in case you do not get work within 15 days of applying for work, you should get:

- ❑ Rs. 15 for the first 30 days, i.e. from the 16<sup>th</sup> day since you applied for work
- ❑ Rs. 30 for the remaining period of the financial year. But you shall receive this only till your household has received as much in Unemployment Allowance as a household is entitled to in wages for 100 days of work, i.e. Rs. 6000. This means that if your wage is Rs. 60, you are entitled to Unemployment Allowance @ Rs. 30 for 185 days.

### 3. Can your Unemployment Allowance be delayed indefinitely?

You should receive your Unemployment Allowance within 15 days from the date on which it is due to be paid to you. But it is mandatory to apply in writing for the unemployment allowance. You shall not be eligible for the allowance if you do not apply for it. *(Chapter III Clause 7(5) NREGA)*

If you do not receive it within 15 days, you are entitled to compensation based on the same principles as wage compensation under the Payment of wages Act, 1936. *(Clause 6.4.4 Guidelines)*

#### **4. When do you cease to get Unemployment Allowance?**

You cease to get the Unemployment Allowance as soon as:

1. you are asked to report for work;
2. the period for which you had sought employment has come to an end and no one from your household has turned up even after being intimated; and
3. your household has earned as much from wages and Unemployment Allowance taken together equal to the wages for 100 days of work during the financial year. *(Chapter III Clause 7(3) NREGA)*

#### **5. When are you not entitled to Unemployment Allowance?**

You are not entitled to unemployment allowance when:

- (a) you do not accept the employment provided to your household under the REGS
- (b) you do not report for work within fifteen days of being notified by the Programme Officer or the implementing agency to report for the work; or
- (c) you remains absent continuously from work, without obtaining a permission from the concerned implementing agency for a period of more than one week or remains absent for a total period of more than one week in any month.

#### **Karnataka and West Bengal Alert!**

Additional exceptions are provided in the Karnataka and the West Bengal schemes. According to the Karnataka REGS, unemployment allowance would not be payable if there are no new works that can be commenced due to non-availability of at least fifty labourers or the applicant cannot be absorbed in ongoing works or there is no work of afforestation that can be taken up for implementation in the Panchayat. This is in violation of the provision that if a Gram Panchayat fails to provide work in its area it should inform the Programme officer, who shall then be responsible for providing work.

On the other hand, the West Bengal REGS gives an additional clause that if more than one members of the household apply for work and one member has been provided with work then also you cease to be entitled to unemployment allowance. This too violates the provision of the act, which states that all adult members of an eligible household is entitled to 100 days of work at minimum wages. If work can not be provided then the household is eligible for unemployment allowance subject to the total of Minimum wage X 100 days.

Under these circumstances you shall not be eligible to claim the unemployment allowance payable under this Act for a period of three months but shall be eligible to seek employment under the Scheme at any time. *(Chapter III Clause 9 NREGA)*

**6. Who is responsible for the payment of Unemployment Allowance?**

The Programme Officer is responsible for the prompt payment of Unemployment Allowance throughout the block. *(Chapter III Clause 7(4) NREGA)*

It should be paid on a weekly basis at the Gram Panchayat. *(Clause 6.4.3 Guidelines)*

## Chapter VII: Payment of Wages

The NREGA attempts to establish the right of workers to Equal Pay for Equal Work in the rural areas. It also attempts to legalise the right of rural workers to minimum wages. This chapter looks into the issue of payment of wages under the NREGA.

### 1. How much do you get paid for your work?

You are entitled to wages at the minimum wage rate fixed by your State Government for agricultural labourers. (Chapter III Clause 6(2) NREGA). This shall prevail until the Central Government declares an NREGA wage rate. (Chapter III Clause 6(1) NREGA)

#### **Demand Alert!**

According to the Act, the Wage rate to be specified by the Central Government can not be less than Rs. 60. So in principle the central government recognises the fact that the minimum wage should not be less than Rs. 60.

Therefore, in states where the minimum wage is less than Rs. 60 we must demand a wage rate of not less than Rs. 60 for works under NREGA.

**Under no circumstances can you be paid less than the minimum wage.** (Clause 6 Schedule I NREGA)

According to the Act, the Schedule of Rates of Wages should be so fixed for unskilled labourers such that a person working for 7 hours would be earning a wage equal to the wage rate under the Act, i.e., the state minimum wage. (Clause 8 Schedule I NREGA)

#### **West Bengal Alert!**

The West Bengal REGS violates the national act when it states that the wages shall be directly linked with the quantity of work done, calculated as per the schedule of rates. When the quantity of work turned out by the labourers /group of labourers is more than the quantity of work calculated as per the schedule of rates, then higher wages shall be paid while lower quantum of work will lead to payment of proportionately lower wage.

### 2. What are the requisites for the centrally declared NREGA wage rate?

The NREGA wage rate

- can be different for different states
- can not be less than Rs. 60 per day.

Further, this Centrally declared NREGA wage rate will have overriding effect over even the Minimum Wages Act, 1948.

### **Demand Alert!**

The Minister of State of Labour & Employment, Shri Chandra Sekhar Sahu, on 02 August 2006 stated in a written reply in the Rajya Sabha that the National Floor Level Minimum Wage, which is applicable to all scheduled employments including agricultural labourers, is Rs. 66 per day.

This however is non-statutory. But a demand should be raised in every state where the minimum wage is less than Rs. 66 as of date to modify the state minimum wage to at least Rs. 66.

### **3. Should men get paid more than women?**

**NO.** Equal wages shall be paid to both women and men workers. (*Clause 34 Schedule II NREGA*) The Equal Remuneration Act, 1976 applies to all work undertaken under NREGA.

- The Minimum Wage fixed by the State Government under Section 3 of the Minimum Wages Act, 1948 for agricultural labourers shall be applicable to that area. If this minimum wage is less than Rs. 60 then in that area the wage rate payable under the NREGA would be Rs. 60.
- In case payment of wages and unemployment allowances are not made within the period specified under the REGS, workers will be entitled to compensation as per the provision of the Payment of wages Act, 1936
- In case of every employment under the REGS, the Equal Remuneration Act, 1976 shall be complied with.

#### **4. What would be the mode of payment?**

- Wages can be paid either wholly in cash or in cash and kind. *(Clause 31 Schedule II NREGA)*
- If wages are paid in cash and kind then at least one-fourth of the wages should be paid in cash only. That is, if your wage rate is Rs. 60 then if you are being paid in both cash and kind then you should at least get Rs. 15 in cash. *(Clause 31 Schedule II NREGA)*
- A portion of the wage in cash may be paid to the workers on a daily basis during the period of employment. *(Clause 32 Schedule II NREGA)*
- Wages can also be paid through the Bank/ Post Office network. *(Clause 6.1.5 Guidelines)*

#### **5. When should you get paid?**

You are entitled to being paid on a weekly basis. *(Chapter II Clause 3(3) NREGA)*

In any case payment cannot be delayed beyond 15 days from the day you began work. *(Chapter II Clause 3(3) NREGA)*

If you do not receive payment within 15 days of starting work, you are entitled to compensation as per the provision of the Payment of Wages Act, 1936. *(Clause 30 Schedule II NREGA)*

#### **6. Who can receive the payment of wages and unemployment allowance?**

All payments of Wages in cash and Unemployment Allowance must be paid directly to the person who has worked. This payment must be made in the presence of independent people of the community on pre-announced dates. *(Chapter V Clause 23(4) NREGA)*

In case wages are paid through the Bank/ Post Office network, the details of wages paid should be made public. *(Clause 6.1.5 Guidelines)*

#### **7. Who makes the payments to the workers?**

The payment of wages as well as that of unemployment allowance has to be made at the Gram Panchayat level on a weekly basis on a pre-specified day of the week in each Gram Panchayat. It should be paid in a public place, with muster rolls being read out aloud and displayed at the time of payment.

**Karnataka and Kerala  
Alert!**

Both the Karnataka and the Kerala REGS categorically state that the wages earned by any member of the household shall be credited to the Bank account of the registered household in a Scheduled Bank/Post office/PACS/Co-operative Banks. The Grama Panchayat will facilitate the opening of accounts of the beneficiaries.

**West Bengal  
Alert!**

According to the West Bengal REGS, in case there is insufficient employees in the Gram Panchayat then the wages may also be disbursed with the help of Self Help Groups, who have passed Grade-I level with the approval of the District Programme Coordinator.

In no case the private individuals be engaged as the paymasters.

## **8. What should be the basis of your payment?**

Wages may be paid either on a time-rate basis or on a piece-rate basis.

**Time-rate:** Time rates are used when employees are paid for the amount of time they spend at work.

- ❑ The Implementing Agency should provide a description of the work requirements that a worker needs to perform in one working day.
- ❑ On the basis of this the productivity norms would be spelt out
- ❑ The supervisory authority will ensure that productivity norms are met
- ❑ **But NO worker can be paid less than the daily minimum wage for a day's work.**

**Piece-rate:** Piece-rate pay is given as a payment for each item produced.

Wages can be paid on a piece-rate basis when

- ❑ the work is of such a nature that each labourer's work can be individually measured;
- ❑ the work norms are such that if you are working at a normal pace for seven hours then you should earn no less than the minimum wage;

No time requirements should be imposed and daily attendance should not be a condition for payment of wages when wages are paid at a piece-rate. (*Clauses 6.2.1, 6.2.2, 6.2.3 Guidelines*)

## **9. Who decides whether your work is to be paid at piece-rate or at time-rate?**

The State Government shall decide the norms for measurement of work as well as the wage for piece-rate work. So, it is the responsibility of the State government to make a clear listing of work that is to be termed piecework and its corresponding wage rates. *(Clause 6.3.2 Guidelines)*

## **10. What is the responsibility of the State Governments with regard to defining piecework?**

According to *Clause 6.3.2* of the Guidelines of the NREGA, the State Governments should:

- ❑ prepare an exhaustive and detailed list of all the tasks that will be required for undertaking the works under REGS in different geo-morphological (geological, soil and slope/landform) conditions.
- ❑ Each such task should be specified and defined properly, and the clubbing/bundling of separable tasks (e.g. digging and lifting) should be avoided.
- ❑ The productivity norms for the District Schedule of Rates (DSR) should be worked out for each locale in such a way that seven hours of normal work earns minimum wages.
- ❑ The “Schedule of Rates” for piecework published by the State Government should be updated so as to:
  - a) ensure that all tasks/works are identified clearly and that nothing remains invisible and underpaid in piece-rate work.
  - b) delineate tasks properly and carefully and to fix rates separately to the extent possible.
  - c) devise productivity norms for all the tasks listed under piece-rate works for the different local conditions of soil, slope and geology types in such a way that normal work for seven hours results in earnings at least equal to the minimum wage.
  - d) devise measurement norms (individual versus collective), time lag between execution and measurement, etc. in order to reduce corruption and underpayment. *(Clause 6.3.1 Guidelines)*

## **11. How would you know the rates at which piecework is to be paid?**

The State Governments and the Programme authorities should make all efforts to publicize the minimum wage and the task-based rates in simple language and by means easily accessible to the local community. *(Clause 6.2.5 Guidelines)*

**Wage rates should also be displayed at every worksite.** *(Clause 6.2.5 Guidelines)*

## **12. Who is responsible for ensuring that you receive minimum wages for a particular piecework?**

The Programme Officer, the District Programme Coordinator and the State Government shall keep a watch on the average wage earned under a task-based system. If necessary, the Schedule of rates may be revised to ensure that workers earn the minimum wage. *(Clause 6.2.6 Guidelines)*

### **13. How would skilled labour be paid under the Scheme?**

The wages of skilled workers shall be included in the cost of materials and will not be at the rate at which unskilled manual labour would be paid. *(Clause 9 Schedule I NREGA)*

In construction works, skilled labour can be paid on a piece-rate. *(Clause 6.2.4 Guidelines)*

### **14. What should be the Wage-Material ratio?**

The ratio of wage costs to material costs should be no less than the minimum norm of 60:40 as stipulated in the Act. *(Clause 9 Schedule I NREGA)*

- **Wages can be paid in cash and kind provided that at least one-fourth of the wages shall be paid in cash only.**
- **Wages can be paid at piece rate or at time rate**

**Under no circumstances shall the workers be paid less than the NREGA wage rate.**

## Chapter VIII: Other Benefits

The NREGA also endeavours to provide basic facilities to workers at the worksites in order to establish the notion of a workplace in rural areas. In this short chapter we enumerate the entitlements of every workers to various facilities at the worksites.

### **1. Are you entitled to any worksite facility?**

Your worksite must have the following facilities:

- ❑ Medical aid in the form of first aid box with adequate material for emergency treatment of minor injuries and other health hazards related to work being performed at the worksite
- ❑ Safe Drinking water
- ❑ Shade for children and periods of rest *(Clause 27 Schedule II NREGA)*
- ❑ Crèche, if there are more than 5 children below the age of 6 years. A person, preferably a woman, would be engaged under REGS to take care of the children and shall be paid the wage rate under REGS. *(Clause 28 Schedule II NREGA)*

### **2. Who provides these facilities?**

Worksite facilities are to be provided by the Implementing Agency. Suitable provision must be made for these in the cost estimates. This should be a part of the project cost. *(Clause 5.6.1 Guidelines)*

### **3. Does the Act ensure any social security arrangement?**

Only with your consent can a proportion of your wage be allocated and put in to welfare schemes organized for REGS workers such as health insurance, accident insurance, survivor benefits, maternity benefits and other social security arrangements. Such a scheme, if introduced, would be completely voluntary. *(Clause 6.1.7 Guidelines)*

## Chapter IX: Accidents

As most of the work under NREGA is that of construction and other manual work, there is always a possibility for accidents. The NREGA, as we shall see in this chapter, attempts to build a framework for compensation for worksite accidents.

### **1. What happens if you have an accident at the worksite? Who shall bear the medical and other expenses arising due to the accident?**

Your minimum entitlements in case of accidents at worksite ensured by the Act are:

- ❑ If any injury is caused to you by accident arising out of and in the course of your employment, you shall be entitled to, free of charge, such medical treatment as is admissible under the Scheme. *(Clause 24 Schedule II NREGA)*
- ❑ Where hospitalisation is necessary, the State Government shall arrange for such hospitalisation including accommodation, treatment, medicines and payment of daily allowance not less than half of the wage rate, i.e. Rs. 30 if your daily wage is Rs. 60, you would have received if you would have been fit to work. *(Clause 25 Schedule II NREGA)*
- ❑ If a person employed under a Scheme dies or becomes permanently disabled by accident arising out of and in the course of employment, s/he shall be paid by the implementing agency an ex gratia payment at the rate of twenty-five thousand rupees or such amount as may be notified by the Central Government, and the amount shall be paid to the legal heirs of the deceased or the disabled, as the case may be. *(Clause 26 Schedule II NREGA)*

The extent to which medical expenses will be borne under the REGS will be spelt out in each state scheme. For example, the West Bengal scheme ensures a free full medical treatment in government hospitals in case of accidents in worksites.

### **2. What happens if the child who accompanies you to work meets with an accident at the worksite?**

If your child who accompanies you to work meets with an accident at the worksite you are entitled to, free of charge, such medical treatment for the child as may be specified in the Scheme. In case of death or permanent disablement, an ex gratia payment as may be determined by the State Government shall be made to the parents. *(Clause 33 Schedule II NREGA)*

## Chapter X: Grievance Redressal Mechanism

A hierarchy of implementing agencies have been established by the NREGA with specific roles for each such agency. The success of the Act depends on the vigilance of the rural workers to failures in implementation and systematic recording of their complaints. This chapter deals with the appropriate mechanism of complaint under the Act.

### **1. Who are the principal grievance redressal officers at the block and district levels?**

The Programme Officer will be the Grievance Redressal Officer at the Block level, and the District Programme Coordinator at the District level. The State Government may designate an alternative Grievance Redressal Authority at the Block, District and State levels. *(Clause 10.8 (i), (xii) Guidelines)*

### **2. What will be the system of appeal to address grievances?**

Appeal against the Gram Panchayat will be to the Programme Officer. Appeal against the Programme Officer will be to the District Programme Coordinator. Appeal against the District Programme Coordinator may be with an appropriate authority designated by the State Government. *(Clause 10.8 (ii) Guidelines)*

### **3. Who are the responsible agents at each stage of the implementation of the scheme?**

#### **Stage I: Registration**

- **Registration of families whose members are potential REGS workers**  
Responsibility: Sarpanch /Gram Panchayat Secretary
- **Distribution of job cards**  
Responsibility: Sarpanch

#### **Stage II: Allocation of Work**

- **Receipt of work application**  
Responsibility: Sarpanch/Programme Officer
- **Allotment of work**  
Responsibility: Sarpanch/ Programme Officer

#### **Stage III: Payment of Wages/ Unemployment Allowance**

- **Payment of wages**  
Responsibility: Programme Officer
- **Payment of Unemployment Allowance**

Responsibility: Programme Officer

#### **Stage IV: Evaluation of Work**

- **Selection of the public work to be taken up in a particular Gram Panchayat**  
Responsibility: Sarpanch
- **Development and approval of technical estimates and issuance of work order**  
Responsibility: Junior Engineer/ Sarpanch
- **Implementation and supervision of work**  
Responsibility: Sarpanch/ Programme Officer / Designated agency
- **Evaluation of completed work**  
Responsibility: Sarpanch/ Programme Officer /Designated Agency

#### **4. Who do you complain to if the responsible officers at each stage of the implementation do not perform their responsibility?**

The Act specifically spells out grievance redressal mechanism in each stage of the implementation of the scheme. The stage-wise mechanism is as under:

#### **Stage I: Registration**

- If the Sarpanch does not register your family, you can register with the Programme Officer (BDO).
- If the Programme Officer also refuses to register your family, you can lodge a complaint to the District Programme Coordinator.
- The time line for this is 15 days. If you do not receive a job card within 15 days of applying for it, you can make your complaint to the concerned officer. All such complaints shall be disposed off within 15 days. *(Clause 4.3.10 Guidelines)*

#### **Stage II: Allocation of Work**

- If you are not allocated work within 15 days of applying for work, you are entitled to Unemployment Allowance. It is the duty of the Programme Officer to ensure that all complaints of applicants are addressed and make arrangements for their employment.
- If the Programme Officer fails to redress the complaint, the District Programme Coordinator has to be informed. *(Clause 4.6.11 Guidelines)*

#### **Stage III: Payment of Wages/ Unemployment Allowance**

- Programme Officer shall be responsible for the prompt payment of wages and Unemployment Allowance. The payment of wages is enforceable under the Minimum Wages Act, 1948 and the Payment of Wages Act, 1936. The

payment of Unemployment Allowance is enforceable under the NREGA.  
(Clause 15 (5) Chapter IV NREGA)

#### ***Stage IV: Evaluation of Work***

In this stage the complaints can be placed before the Social Audit Forum of the Gram Sabha.

#### **5. What kind of problems may arise at each stage of the implementation of the Act?**

The following is a stepwise enumeration of the problems that you may encounter at each stage of implementation of the Act.

#### ***Stage I: Registration***

- **Registration of families whose members are potential REGS workers**
  1. Absence of the concerned functionary
  2. Non-availability of forms
  3. No receipt given for applications
  4. Denial of registration to eligible applicants
  5. Incomplete list of adults in each household
  6. Registration of bogus families/individuals
  7. Rejection of 'incomplete' registration forms
  8. Asking for money for registering names/ families
  
- **Distribution of job cards**
  1. Delay in receiving job cards
  2. Issuance of false job cards
  3. Issuance of job cards to ineligible persons:
    - a. To non-residents;
    - b. To minors;
    - c. To those not members of the listed family.
  4. Non-issuance of job cards
  5. Asking for money for issuing job cards
  6. No unique registration number in the job card
  7. No photograph in the job card
  8. Partiality shown to certain groups of people in issuing job cards

#### ***Stage II: Allocation of Work***

- **Receipt of work application**
  1. Non-acceptance of work application by the relevant authorities
  2. Wrong date or no date recorded on the work application
  3. Rejection of 'incomplete' forms
  9. Oral applications or request for work being made an excuse for denial of work on time
  
- **Allotment of work**
  1. Giving out-of-turn allotments
  2. Favours or discriminating against people in allotting type/location of work
  3. Not respecting the gender quota
  4. Not informing the applicant and then marking him/her as absent
  5. Demanding money for allotting work

### ***Stage III: Payment of Wages/ Unemployment Allowance***

- **Payment of wages**
  1. Non-payment of wages
  2. Late payment of wages
  3. Underpayment of wages
  4. Payment of wages to the wrong person
  5. Payment of wages in the name of non-existent (ghost) workers
  6. Payment of wages for non-existent projects
  7. Failure to pay minimum wages
  
- **Payment of Unemployment Allowance**
  1. No notice sent for reporting to work
  2. Denial of Unemployment Allowance by wrongly accusing a person of not reporting for work
  3. Late payment of Unemployment Allowance
  4. Payment of Unemployment Allowance to the wrong person
  5. Payment of Unemployment Allowance to nonexistent (ghost) persons
  6. Demand of bribe for paying allowance

### ***Stage IV: Evaluation of Work***

- **Selection of the public work to be taken up in a particular Gram Panchayat**
  1. Selection of a low priority or inappropriate work

2. Selection of work that serves a vested interest
  3. Lack of public support/ cooperation for that work
  4. Poor selection of a worksite
- **Implementation and supervision of work**
    1. Recording of nonexistent (ghost) workers
    2. Recording of fictitious (ghost) works
    3. Work not conforming to work specifications or prescribed standards
    5. Supply of less than sanctioned/poor quality materials and tools
  
  - **Development and approval of technical estimates and issuance of work order**
    1. Exaggerated or inaccurate technical estimate
    2. Inclusion in estimate of unnecessary expenditure
    3. Excessive rates and material
    6. Unclear work order that does not make the details of the work clear, or leaves scope for misinterpretation
  
  - **Evaluation of completed work**
    1. Taking and/or recording of improper measurements
    2. Not consolidating the information regarding the works in one place
    3. Issuing of false Completion Certificates
    4. Works not conforming to specifications/standards
    5. Data recorded in a confusing or incomprehensible manner
    6. Information not being made available because of a failure to carry out the transparency requirements as specified in the Guidelines and in the points mentioned above
    7. Failure to obtain entitlements due and failure to enforce accountability of officials; inability to get clarifications or answers to queries with regard to the Scheme
    8. Various aspects of the programme carried out without the people's involvement
    9. Failure of the grievance redressal mechanisms
    10. Lack of opportunity for individuals and the Gram Sabha as a collective to review the functioning of all aspects of the programme

## **6. What happens if the responsible officer fails to perform their duty under the Act?**

Each stage under the REGS has an inbuilt mechanism for grievance redressal. If proper procedure is followed then the implementing agencies can be held accountable for non-performance. The NREGA however also has a clause which states that whoever violates the provisions of this Act shall have to pay a fine on

conviction which may extend up to one thousand rupees. (Clause 25 Chapter VI NREGA)

**West Bengal  
Alert!**

Under the West Bengal REGS, if any Implementing Agency fails to perform the duties assigned to them under the Scheme by the District Programme Coordinator or Programme Officer at any stage the District Programme Coordinator or the Programme Officer on approval of the District Programme Coordinator may either take over and perform such functions themselves or assign the task to some other Implementing Agencies and recover the damages from such Implementing Agency. Further, in a Government Order on utilising REGS funds, it is specified that the Gram Panchayat and the Implementing agencies should submit a monthly expenditure statements giving details of expenditures on various components and required undertakings/ certificates which includes:

- a) all the payments have been recorded in the job cards of workers
- b) no payment of wages has been delayed for more than 14 days
- c) no fund has been embezzled or diverted for any other purpose
- d) all the muster rolls have been entered in the Registration cum Employment register
- e) the board, giving salient features of the project, is erected at the worksite, and
- f) monthly expenditure certificate.

The Programme officer after satisfying him/herself on these shall disburse the second instalment of funds within two weeks of application.

## **7. What is the procedural flowchart of the REGS?**

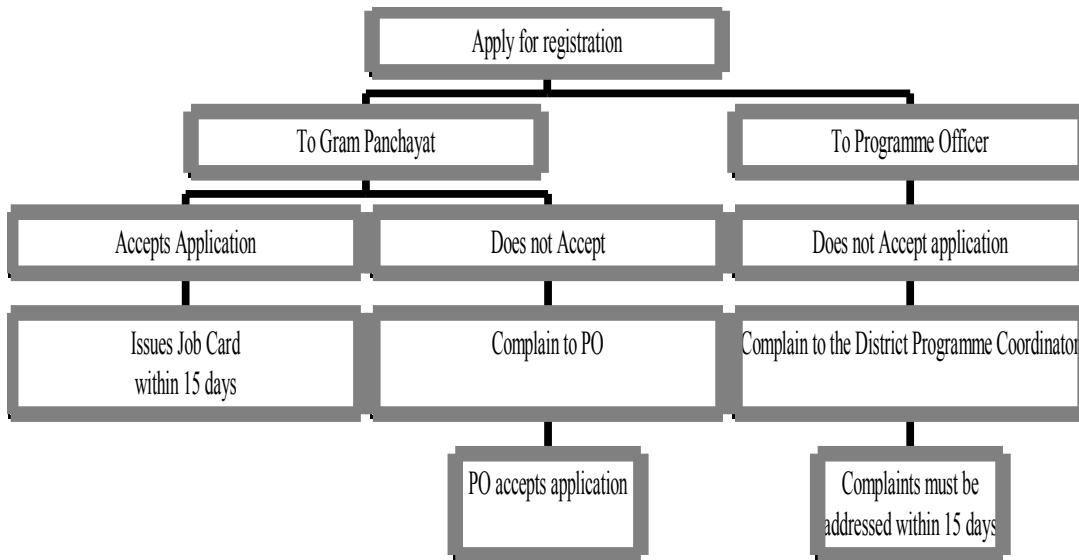
We are dividing the procedural flowchart into the following:

### **Step 1: Registration**

Make an application for registering your household in the registration form provided by the Panchayat office to the Gram Panchayat. The application can be made in photocopies of the original form. The Sarpanch/ Panchayat Secretary must give a signed receipt for the form with the application date mentioned clearly.

### **Possibilities:**

1. *The Gram Panchayat may refuse to accept your application:* in this case you should file a **written complaint to that effect to the Programme Officer**, and submit your application to the Programme Officer.
2. *The Programme officer may also refuses to accept your application:* in this case you must make a **written complaint to the District Programme Coordinator**. All such complaints must be addressed within 15 days.
3. *The Gram Panchayat/ Programme Officer accepts your application but does not issue a Job card within 15 days of application:* in case the Gram Panchayat fails to issue the job card, you must file a **written complaint to the Programme officer**. And if the Programme Officer fails to issue the job card, then the **complaint in writing must be made to the District Programme Coordinator**.



## Step 2: Work Application

Make an application for work for at least 16 days continuously, inclusive of two weekly off days to the Gram Panchayat. The Gram Panchayat must give you a receipt with the date of application stated clearly on it. You must be allotted work within 15 days of your application or from the day you demand work in case of advance demand.

### Possibilities:

1. *The Gram Panchayat may not accept your application for work:* in this case you must file a written complaint to the Programme Officer and submit your application to the Programme officer.



## Chapter XI: Public Vigilance and Social Audit

Parallel to the complaints made to the District administration, rural workers should come together as a collective and participate in the process of social auditing. This chapter deals with the role of social auditing in NREGA.

### 1. Does the Right to Information Act apply to the REGS?

According to Section 4 of the RTI Act, which concerns proactive disclosure of information, all matters at all levels relating to the NREGA should strictly comply by the RTI Act. Requests for copies of REGS-related documents submitted under NREGA should be complied with within seven days. No request should be refused under any circumstances. In particular, no information should be withheld by invoking Clause 8 of the Right to Information Act. All NREGA-related information is in the public domain.

#### **Uttar Pradesh Alert!**

The Uttar Pradesh Government under the GO 492/38-4-06/nreg/05 has asked the Panchayat at the village level to immediately ensure that a computer with an operator and a telephone line is installed such that information can be given to interested people on demand.

Also under GOs 531/38-4-06/nregp/05 and 537/ NREGP/2005-06 the Uttar Pradesh government asks the Commissioner, Rural Development to set up a help line which would deal with problems arising out of the implementation of NREGA. It shall be the responsibility of the district programme coordinator to adequately publicise this number at the village level so that the affected can call this number in case of any violation or difficulty. The number of the said help line is 0522-2209450.

### 2. What is Social Audit?

The NREGA gives a central role to ‘Social Audits’ as a means of continuous public vigilance. The basic objective of a social audit is to ensure public accountability in the implementation of projects, laws and policies.

A social audit is an ongoing 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.

One simple form of social audit is a public assembly where all the details of a project are scrutinized.

### **3. What is the scope of social audit?**

The process of social audit should include public vigilance and verification of the following 10 stages of implementation:

1. Registration of families
2. Distribution of job cards
3. Receipt of work applications
4. Preparation of shelf of projects and selection of sites
5. Development and approval of technical estimates and issuance of work order
6. Allotment of work to individuals
7. Implementation and supervision of works
8. Payment of Unemployment Allowance
9. Payment of wages
10. Evaluation of work

### **4. How can we use social audit to ensure transparency at each stage of implementation of the Act?**

At each stage of implementation of the Act, there are various ways in which the implementation process may fail to meet the norms spelled out till now. The Act provides the mechanism of social audit as a possible mean of preventing or addressing them. This is a continuous process and can be done by any person at any point of time.

Under the act all accounts and records relating to the scheme has to be made available for public scrutiny to any person asking for them after paying a fee as specified in the Scheme.

A copy of the muster roll of each scheme should be available at the offices of the Gram Panchayat and the Programme Officer for inspection by any person at any point of time after paying a fee as may be stated in the Scheme.

The District Programme Coordinator, the Programme Officer and the Gram Panchayat should prepare an annual report containing all facts and figures relating to the implementation of the Scheme. A copy of this report must be made available to the public on demand and on payment of a fee as specified under the Scheme.

## **5. What is the Social Audit Forum?**

The Social Audit Forum is a specially convened Gram Sabha for the purpose of assessing the implementation of REGS in that village.

Apart from the continuous process of social audit, there will be a mandatory review of all aspects of the social audit at the Gram Sabha meetings to be held at least once every six months for this purpose.

At these 'Social Audit Forums' information will be read out publicly, and people will be given an opportunity to question officials, seek and obtain information, verify financial expenditure, examine the provision of entitlements, discuss the priorities reflected in choices made, and critically evaluate the quality of work as well as the services of the Programme staff.

This will serve as an institutional forum where people can conduct a detailed public audit of all NREGA works that have been carried out in their area in the preceding six months.

## **6. What are the requisites of a social audit forum?**

- ❑ The date, time, agenda, importance and sanctity of the Forum must be widely publicized so as to ensure maximum participation.
- ❑ The timing of the Forum must be such that it is convenient for people to attend—that it is convenient in particular for REGS workers, women and marginalized communities.
- ❑ The Gram Panchayat should make available all relevant documents including muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of the social audit.
- ❑ All the relevant documents, including complete files of the works or copies of them, should be made available for inspection at the Gram Panchayat office at least 15 days in advance of the Social Audit Forum. There should be free and easy access to these documents for all residents of the Gram Panchayat during this period, and no fees should be charged for inspection. During this period, copies of the documents should be provided at cost price, on demand, within one week of the request being made.
- ❑ The original files should be available on the day of the Forum, so that any information can be cross-checked.
- ❑ The quorum of the Forum must be the same as for all Gram Sabhas, with the quorum being applied separately to all relevant categories (e.g. women, SC, ST and OBCs). However, lack of a quorum should not be taken as a reason for not recording queries and complaints; social audit objections must be recorded at all times.

## **Verification of Muster Rolls**

A Muster Roll (MR) is essentially a labour attendance register, pertaining to a particular worksite and a particular period (e.g. two weeks). It is also used as a receipt, to claim funds from the Programme Officer for the payment of wages. Typically, the completion of a particular work would involve several muster rolls.

Steps for verification of Muster rolls:

### **Step 1: Obtaining the Muster Rolls**

Each work should have a unique MR. MRs should be maintained by the Gram Panchayat and other executing agencies. A photocopy of the MR should be kept for public inspection in every Gram Panchayat and in the office of the Programme Officer. Fees charged for this purpose should not exceed the cost of photocopying.

### **Step 2: Consolidating the Muster Rolls**

MRs should contain the following information for each work:

- i. Personal details of the worker:
  - Name of worker
  - Job card number
  - Days worked
  - Days absent
  - Wages paid
- ii. Unique identity number given to that work
- iii. Signature or thumb impression of the payee

Any MR that is not issued from the office of the Programme Officer should be deemed to be unauthorised.

### **Step 3: Job Card Details**

The payments made and the number of days worked as recorded in the MR should be recorded in the household job card of every worker who has worked.

### **Step 4: Verification by workers**

We should check for:

- i. There are MRs for each work corresponding to all days of work done.
- ii. There are No MRs for work not done
- iii. MRs are issued by the office of the Programme Officer
- iv. Discrepancies in records on the job cards with that on the MRs.

### **Step 5: Social Audit**

The details of discrepancies can be raised in the Social Audit Forum.

- ❑ The Social Audit Forum must select an individual to chair its meetings who is not part of the Panchayat or any other Implementing Agency. The Panchayat President or the Ward Panch must not chair the meeting.
- ❑ The Secretary of the Forum must also be an official from outside the Gram Panchayat.
- ❑ The person responsible for presenting the information should not be a person involved in implementing the work.
- ❑ All officials responsible for implementation must be required to be present at the Social Audit Forum to answer queries from members of the Gram Sabha.
- ❑ Decisions and resolutions must be made by vote, but dissenting opinions must be recorded.
- ❑ A person from outside the Implementing Agencies must record minutes as per the prescribed format, and the minutes register must be signed by *all participants* at the beginning and at the conclusion of the meeting (after the minutes have been written).

## **7. Is there any mandatory agenda for social audit?**

According to (Clause 11.6 Guidelines) the Mandatory Agenda of social audit should include the following questions/issues:

### **A. Whether the process of registration was conducted in a transparent manner:**

- Was a list prepared by the Gram Panchayat of all the possible households that might seek registration?
- Was the first registration done in a special Gram Sabha conducted for the purpose?
- Was the list of registered persons read out for verification at the Gram Sabha?
- Is registration open in the Gram Panchayat on an ongoing basis?
- Is the registration list regularly updated and put up on the Gram Panchayat notice board?
- Is there anyone remaining who wants to register, but who has not yet been registered?

### **B. Whether job cards were prepared, issued and updated in a transparent manner:**

- Were job cards issued within one month of registration?
- Is the list of job cards regularly updated and put up on the Gram Panchayat notice board?
- Is a file containing photocopies of all job cards available for inspection in the Gram Panchayat office?
- Was the job card issued free of cost, or was there a charge imposed for issuing the job card?

- Is there anyone who has not received a job card, or is there any other pending complaint?

**C. Whether the applications for work are being treated as per the norms:**

- Are workers receiving dated receipts for their application for work?
- Are people being given work on time?
- Is the allotment of work being done in a transparent manner, with lists of work allotments being put up on the Panchayat notice board for public notice and display?
- Are those who have not been given work on time receiving Unemployment Allowance? How many people have outstanding payments of Unemployment Allowance, and are they being compensated for late payment as per the Guidelines?
- Was the of a list of workers who have received Unemployment Allowance (if any) in the last six months, along with the amounts disbursed, and the basis for calculation of the amounts, read aloud?
- Are there any pending complaints about the receipt of work applications, the allotment of work and the payment of Unemployment Allowance?
- Is the 33 per cent quota for women being satisfied in the allotment of work?
- Is the roster based on date of application received being followed for the allocation of work?
- Are those who are allocated work outside the 5-km. radius being given a transport and living allowance equal to 10 percent of the minimum wage?

**D. Transparency in the sanction of works:**

- Was the shelf of projects prepared in the Gram Sabha?
- Was the technical estimate prepared by the Junior Engineer in consultation with residents of the village?
- Were the works sanctioned from the shelf of projects as per the norms?
- Was the list of all the REGS works sanctioned in the preceding six-month period be read out aloud, along with the amount sanctioned and the amount spent on the works in the Gram Panchayat area?
- Has the Gram Panchayat board been updated with the list of works painted on it?

**E. Transparency in the implementation of works:**

- Were 'work orders' issued in a fair and transparent manner, with adequate publicity?
- Was there a board at the worksite giving details of the sanctioned amount, work dimensions and other requisite details?
- Was an open 'project meeting' held before the commencement of the work, to explain the work requirements to the workers, including the labour and material estimates as per the technical sanction?
- Were the muster rolls available for public scrutiny at all times at the worksite?

- Was a worksite material register maintained, along with verification by at least five workers whenever material came to the site?
- Was a daily individual measurement of work conducted in a transparent manner where piece-rate norms were in force?
- Was the final measurement of the work (for weekly wage payments) done by the Junior Engineer in the presence of a group of workers?
- Did members of the vigilance committee make regular visits to the worksite and monitor the implementation of various aspects of the work?
- Were any complaints made? Were they addressed within seven days by the grievance-redressal authority as specified in the Act?
- Was an open 'project meeting' held within seven days of completion of the work, where all those who worked on the site, and residents of the village where the work took place, were invited to look at the entire records?

**F. Wage payments:**

- Were wages paid within seven days?
- Were wages paid at a designated public place at a designated time?
- Were all payment details available for public scrutiny before the payments were made (through putting up muster roll copies on notice boards, etc.)?
- Were payment details read out aloud in public while making payments?
- Were payments made by an agency other than the one implementing the work?
- Was a record maintained of payments made beyond the specified time limit?
- Was compensation given as per the provision of the Payment of Wages Act, 1936 for late payments?
- Are any wage payments still due?
- Have there been any instances of workers earning less than the minimum wage, and if so, why?

**G. Post facto auditing of the records and accounts of each work undertaken:**

- Does the file have all the documents required?
- Were all the documents available for scrutiny at least 15 days before the Social Audit Forum?
- Were charts of the summary sheets available for public display and scrutiny before and during the Social Audit Forum?
- The muster roll summary must be read out aloud to check for discrepancies
- The summary of the bills must be read out aloud to check for discrepancies
- The measurement book summary must be read out aloud.
- The photographs taken before, during and after the work must be available for public display and scrutiny during the Social Audit Forum.
- Was the Monitoring and Vigilance Committee formed as per the norms?
- Has the vigilance committee submitted its report?

**H. Other important issues connected with REGS works:**

- Sections of the vigilance committee report that deal with the following aspects of work should be read out aloud in order to form the basis of discussion in the Gram Sabha:
- quality of work
- work dimensions
- selection of location
- whether minimum wages were paid
- whether wages were paid on time
- whether all bill payments have been made
- whether any complaints were made to them during the work
- what redressal has taken place regarding complaints or grievances
- whether prescribed worksite facilities were made available;
- what maintenance the project requires.
- General maintenance issues relating to development works in the Gram Panchayat should also be noted and discussed at the Social Audit Forum.
- A list of incomplete works and works not in use should be prepared by the Gram Panchayat Secretary and presented before the Forum for consideration and corrective action.
- The last financial audit report should be made available to the Social Audit Forum, and audit objections, if any, should be read out aloud.
- Any Utilization Certificate (UC) or Completion Certificate (CC) issued since the last Social Audit Forum should be read out aloud.
- If wages or Unemployment Allowances are due to anyone, the dues should be listed and reported to the Programme Officer for necessary action.
- The Forum provides an opportunity to check whether all the boards in the Gram Panchayat have been updated as per the requirements.
- The services of the REGS staff like the Gram Rozgar Sevak, the Junior Engineer and any other staff can also be audited for quality of service.
- The timely flow of funds from the Programme Officer to the Gram Panchayat should also be monitored.

## Chapter XII: Convergence with Other Schemes

The NREGS was implemented with a view to supplementing income of rural workers. Therefore the funds disbursed by the Government for its implementation cannot be diverted for other purposes. This chapter takes a look at the possibilities of convergence of the REGS with other Government schemes.

### **1. Can the State government converge the REGS with other social sector programmes?**

Social sector programmes such as literacy and health missions can be converged with the REGS to extend the benefits of these programmes to REGS workers and beneficiaries. (*Clause 13.2 Guidelines*)

### **2. Can NREGA funds be converged with funds of other programmes?**

Convergence of the NREGA funds with funds from other sources for the creation of durable assets is permissible. However, care must be taken to ensure that NREGA funds do not substitute for resources from other sectors or schemes. NREGA funds are intended to create *additional* employment; this will not happen if the employment currently generated by other programmes is displaced by the REGS.

Funds available with Panchayati Raj Institutions from other sources (such as the National Finance Commission, State Finance Commission, State Departments) and other Central or Centrally Sponsored Schemes (such as the Swarnjayanti Gram Swarozgar Yojana [SGSY], Drought Prone Areas Programme [DPAP], Desert Development Programme [DDP], Rashtriya Sam Vikas Yojana [RSVY], Backward Area Grant, etc.) can also be dovetailed with NREGA funds for the construction of durable community assets/works permissible under NREGA. However, NREGA funds should not be used as a substitute for Departmental Plan funds of different departments and agencies. Funds from other programmes for the works permissible under NREGA can be dovetailed with NREGA funds but not vice versa.

All initiatives of convergence will be within the parameters of NREGA, especially the need to design labour-intensive works and the need to ensure that there is a complete ban on contractors. (*Clause 13.2 Guidelines*)

## Chapter XIII: Maintenance of Records

The process of social auditing can work if the district administration is made aware of the records that they are expected to maintain under the NREGA. This is a collective responsibility and this chapter attempts to list all the records that are essential to be maintained for the proper functioning of the Act.

### 1. What records should be maintained at the worksite?

A worksite should display the Schedule of rates for payment of wages of unskilled workers for each kind of work being performed on the site. A unique muster roll that records the name of work, total number of workers, names of workers, their job card number and their categories (skilled/ semi-skilled/ unskilled) and their area of residence.

A copy of the West Bengal proforma for muster roll:

ANNEXURE VI

Muster Roll Number			
To be filled by PO			

**Muster Roll for payment of Wages & Traveling Allowance under NREGA**  
(See Para 10(8))

Name of the District - \_\_\_\_\_ Name of the Block- \_\_\_\_\_ Name of the registering Gram Panchayat- \_\_\_\_\_

Scheme Number- \_\_\_\_\_ Name of the scheme \_\_\_\_\_

Measurement Book # \_\_\_\_\_ Pages from \_\_\_\_\_ to \_\_\_\_\_  
/ Measurement Shee #

Sl. No.	Name	Registration Number & by no	Whether worksite is beyond 5 Kms. (Yes/No)	Total No. of days	S/SS/US	Wage Rate	Amount paid (Rs)			Signature/ LTI of person	Identified by
							Wages	TA	Total		

Paid by me  
Sign of person paying

Signature  
Secretary of GUS / BC

Signature  
SAE / Nirman Sahayak

Adjusted  
Signature  
Competent authority of Implementing Agency/GP

### 2. What records should be maintained by the Gram Panchayat and other Implementing agencies at the village level?

The Gram Panchayat and other Implementing agencies at the village level must maintain the following records:

**1. Registration Application Register**

Every Gram Panchayat shall maintain a register of applications (or requests) received for registration. This should contain the name of each applicant, the date of receipt of application or request, number and the date on which the job card was issued and the reason if job card has been refused to any household.

**2. Job Card Register**

Every Gram Panchayat shall maintain a job card register. This should include the household registration number, names of the applicants, and their status as SC / ST/ IAY/ LR beneficiaries, sex, age and bank details, if any. It should also have a copy of a joint photograph of the household attested by the Sarpanch and Panchayat secretary. A duplicate of this register will be maintained in computerized form at the office of the Programme Officer.

**3. Employment Register**

Every Gram Panchayat shall maintain a register that records:

- (a) employment demanded;
- (b) employment allotted; and
- (c) employment actually taken up.

**4. Asset Register**

Every Gram Panchayat and every Implementing Agency shall maintain a register of all works sanctioned, executed and completed. The information in the register will be reported by the Gram Panchayat and all other Implementing Agencies to the Programme Officer on the same proforma. The Implementing Agencies that are executing works within the jurisdiction of more than one Programme Officer shall send the data on the same proforma to the District Programme Coordinator.

**5. Muster Roll Receipt Register**

Gram Panchayats and Implementing Agencies shall maintain a muster roll receipt register. The Gram Panchayat shall also maintain a record of the copies of muster rolls received from other Implementing Agencies

**6. Complaint Register**

Complaint registers shall be maintained at all the Panchayat levels.

**3. What records should be maintained by the Programme Officer?**

The following records must be maintained by the Programme Officer:

## **1. Employment Register**

Every Programme Officer shall maintain a register of applications for employment received by him/her. All such applications shall be recorded in the register and forwarded to the concerned Gram Panchayat. Copies of the application shall be retained at the office of the Programme Officer.

## **2. Job Card Register**

Duplicate copies of the job card register from every Gram Panchayat will be maintained in computerized form at the office of the Programme Officer.

## **3. Muster Roll Issue Register**

The Programme Officer will maintain a register in proforma B-4 to keep track of the muster rolls issued to the various Implementing Agencies.

## **4. Asset Register**

Gram Panchayats and other Implementing Agencies will forward the information recorded in their asset registers to the Programme Officer on the same proforma. The Programme Officer will compile the data in computerized form and supply a copy to the District Programme Coordinator.

## **5. Complaint Register**

The Programme Officer will maintain a complaint register based on the given proforma. The Programme Officer should also install a complaint box at a conspicuous place at his/her office and personally open it at regular intervals. The complaints received in such boxes should be entered into the complaint register.

# ANNEXURES

The Programme Officer  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of registration under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Been absent in the Panchayat office from \_\_\_\_\_ (time) on \_\_\_\_\_ (dates) and has thereby failed to accept registration forms of \_\_\_\_\_ (number) applicants.
- Denied registration to \_\_\_\_\_ (number) applicants. The names are as attached.
- Prepared an incomplete list of adults in \_\_\_\_\_ (number) households. The registration numbers of the households are as attached.
- Registered bogus families/individuals. The names are as attached.
- Rejected 'incomplete' registration forms of \_\_\_\_\_ (number) applicants. The names are as attached.
- Demanded money for registration from \_\_\_\_\_ (number) households. The names of the head of these households are as attached.
- Not issued Job cards to \_\_\_\_\_ (number) applicants \_\_\_\_\_ (days) after application was made. The names are as attached.
- Issued Job cards to \_\_\_\_\_ (number) 'ghost workers', who are ineligible for registration. The names are as attached.

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,

Yours sincerely,

Dated: \_\_\_\_\_  
Place: \_\_\_\_\_

Please affix  
Union Seal  
Here

**Form 1(a)**

The Programme Officer  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of work allocation under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Not accepted work applications of \_\_\_\_\_ (number) applicants on \_\_\_\_\_ (date). The names are as attached.
- Not given signed receipt of work application to \_\_\_\_\_ (number) applicants. The names are as attached.
- Not recorded the date of receipt of work application on the receipt on the applications of \_\_\_\_\_ (number) applicants. The names are as attached.
- Rejected work applications of \_\_\_\_\_ (number) applicants on grounds of being oral applications.
- Not issued letters to \_\_\_\_\_ (number) applicants to report to work at their address. The names are as attached.
- Demanded money for work allocation from \_\_\_\_\_ (number) households. The registration numbers of these households are as attached.
- Allocated work out-of-turn to \_\_\_\_\_ (number) applicants. The names of these beneficiaries are as attached.
- Not respected the gender quota and has not given work to \_\_\_\_\_ (number) women at \_\_\_\_\_ worksite.

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,

Yours sincerely,

Dated: \_\_\_\_\_  
Place: \_\_\_\_\_

Please affix  
Union Seal  
Here

The Programme Officer  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of Payment of wages under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Not paid wages to \_\_\_\_\_ (number) applicants after \_\_\_\_\_ days of starting work. The names of these applicants are as attached.
- Not paid the stipulated Rs. 60/ Rs. \_\_\_\_\_ (minimum wage) as wage to \_\_\_\_\_ (number) applicants. The names and the amounts received in payment are as attached.
- Not paid wages to individual workers in a public place. Instead the payment has been made to a middleman named \_\_\_\_\_ on \_\_\_\_\_ (date).
- Made payment as wages to \_\_\_\_\_ (number) persons in a worksite employing \_\_\_\_\_ (number) workers.
- Made payment as wages to \_\_\_\_\_ (number) persons in the worksite \_\_\_\_\_ that does not exist.
- Has paid \_\_\_\_\_ (number) women at \_\_\_\_\_ worksite at the rate of Rs. \_\_\_\_\_ as against the minimum wage of Rs. 60/ \_\_\_\_\_ (minimum wage).

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,

Yours sincerely,

Dated: \_\_\_\_\_  
Place: \_\_\_\_\_

Please affix  
Union Seal  
Here  
**Form 1(c)**

The Programme Officer  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of payment of unemployment allowance under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Not paid Unemployment allowance to \_\_\_\_\_ (number) applicants after \_\_\_\_\_ days of application for work. The names and the dates of application for work of these applicants are as attached.
- Not paid the stipulated Unemployment allowance to \_\_\_\_\_ (number) applicants. The names and the amounts received in payment are as attached.
- Not paid Unemployment allowance to individual workers in a public place. Instead the payment has been made to a middleman named \_\_\_\_\_ on \_\_\_\_\_ (date).
- Made payment as Unemployment allowance to \_\_\_\_\_ (number) persons who have not applied for work/ are ineligible applicants.
- Made payment as Unemployment allowance to \_\_\_\_\_ (number) persons for applications made for work in the worksite \_\_\_\_\_ that does not exist.
- Has denied Unemployment allowance to \_\_\_\_\_ (number) applicants for not reporting to work when they had not been earlier informed. The names are as attached.

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,

Yours sincerely,

Dated: \_\_\_\_\_  
Place: \_\_\_\_\_

Please affix  
Union Seal  
Here

**Form 1 (d)**

The District Programme Coordinator  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of registration under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

We on \_\_\_\_\_ (date) had registered a written complaint to the Programme Officer \_\_\_\_\_ (name) of District \_\_\_\_\_. No step has yet been taken to redress our complaint.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Been absent in the Panchayat office from \_\_\_\_\_ (time) on \_\_\_\_\_ (dates) and has thereby failed to accept registration forms of \_\_\_\_\_ (number) applicants.
- Denied registration to \_\_\_\_\_ (number) applicants. The names are as attached.
- Prepared an incomplete list of adults in \_\_\_\_\_ (number) households. The registration numbers of the households are as attached.
- Registered bogus families/individuals. The names are as attached.
- Rejected 'incomplete' registration forms of \_\_\_\_\_ (number) applicants. The names are as attached.
- Demanded money for registration from \_\_\_\_\_ (number) households. The names of the head of these households are as attached.
- Not issued Job cards to \_\_\_\_\_ (number) applicants \_\_\_\_\_ (days) after application was made. The names are as attached.
- Issued Job cards to \_\_\_\_\_ (number) 'ghost workers', who are ineligible for registration. The names are as attached.

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,

Yours sincerely,

Dated: \_\_\_\_\_

Place: \_\_\_\_\_

Please affix  
Union Seal  
Here

**Form 2 (a)**

The District Programme Coordinator  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of work allocation under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

We on \_\_\_\_\_ (date) had registered a written complaint to the Programme Officer \_\_\_\_\_ (name) of District \_\_\_\_\_. No step has yet been taken to redress our complaint.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Not accepted work applications of \_\_\_\_\_ (number) applicants on \_\_\_\_\_ (date). The names are as attached.
- Not given signed receipt of work application to \_\_\_\_\_ (number) applicants. The names are as attached.
- Not recorded the date of receipt of work application on the receipt on the applications of \_\_\_\_\_ (number) applicants. The names are as attached.
- Rejected work applications of \_\_\_\_\_ (number) applicants on grounds of being oral applications.
- Not issued letters to \_\_\_\_\_ (number) applicants to report to work at their address. The names are as attached.
- Demanded money for work allocation from \_\_\_\_\_ (number) households. The registration numbers of these households are as attached.
- Allocated work out-of-turn to \_\_\_\_\_ (number) applicants. The names of these beneficiaries are as attached.
- Not respected the gender quota and has not given work to \_\_\_\_\_ (number) women at \_\_\_\_\_ worksite.

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,  
Yours sincerely,

Dated: \_\_\_\_\_  
Place: \_\_\_\_\_

Please affix  
Union Seal  
Here  
**Form 2 (b)**

The District Programme Coordinator  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of payment of wages under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

We on \_\_\_\_\_ (date) had registered a written complaint to the Programme Officer \_\_\_\_\_ (name) of District \_\_\_\_\_. No step has yet been taken to redress our complaint.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Not paid wages to \_\_\_\_\_ (number) applicants after \_\_\_\_\_ days of starting work. The names of these applicants are as attached.
- Not paid the stipulated Rs. 60/ Rs. \_\_\_\_\_ (minimum wage) as wage to \_\_\_\_\_ (number) applicants. The names and the amounts received in payment are as attached.
- Not paid wages to individual workers in a public place. Instead the payment has been made to a middleman named \_\_\_\_\_ on \_\_\_\_\_ (date).
- Made payment as wages to \_\_\_\_\_ (number) persons in a worksite employing \_\_\_\_\_ (number) workers.
- Made payment as wages to \_\_\_\_\_ (number) persons in the worksite \_\_\_\_\_ that does not exist.
- Has paid \_\_\_\_\_ (number) women at \_\_\_\_\_ worksite at the rate of Rs. \_\_\_\_\_ as against the minimum wage of Rs. 60/ \_\_\_\_\_ (minimum wage).

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,  
Yours sincerely,

Dated: \_\_\_\_\_  
Place: \_\_\_\_\_

Please affix  
Union Seal  
Here

**Form 2 (c)**

The District Programme Coordinator  
Rural Employment Guarantee Scheme  
District \_\_\_\_\_  
State of \_\_\_\_\_

Sir/ Madam,

This is to register our complaint regarding lacunas in the process of payment of unemployment allowance under the \_\_\_\_\_ (State) Rural Employment Guarantee Scheme in \_\_\_\_\_ village, District \_\_\_\_\_.

We on \_\_\_\_\_ (date) had registered a written complaint to the Programme Officer \_\_\_\_\_ (name) of District \_\_\_\_\_. No step has yet been taken to redress our complaint.

The Sarpanch / Panchayat Secretary of \_\_\_\_\_ village has:

- Not paid Unemployment allowance to \_\_\_\_\_ (number) applicants after \_\_\_\_\_ days of application for work. The names and the dates of application for work of these applicants are as attached.
- Not paid the stipulated Unemployment allowance to \_\_\_\_\_ (number) applicants. The names and the amounts received in payment are as attached.
- Not paid Unemployment allowance to individual workers in a public place. Instead the payment has been made to a middleman named \_\_\_\_\_ on \_\_\_\_\_ (date).
- Made payment as Unemployment allowance to \_\_\_\_\_ (number) persons who have not applied for work/ are ineligible applicants.
- Made payment as Unemployment allowance to \_\_\_\_\_ (number) persons for applications made for work in the worksite \_\_\_\_\_ that does not exist.
- Has denied Unemployment allowance to \_\_\_\_\_ (number) applicants for not reporting to work when they had not been earlier informed. The names are as attached.

**We urge you to take necessary action against the defaulters and ensure that the Scheme is properly implemented.**

Thanking you,

Yours sincerely,

Dated: \_\_\_\_\_

Place: \_\_\_\_\_

Please affix  
Union Seal  
Here

**Form 2 (d)**

**Checklist for National Level Monitor's field visit regarding NREGA**

Name of NLM: ..... Date: .....

District:.....

Block:.....

Village:.....

Gram Panchayat: .....

Issue	What to look for.	Finding [Yes/No]	Description
<b>I. Registration of application and issue of Job Card.</b>	a. Every Applicant is able to apply for registration. b. Migrant families are able to register. c. The households are not discriminated on the basis of caste/religion/ gender.		
<b>II. Issue of Job Card</b>	a. Job cards are issued without application for a Job Card. b. Job Cards are denied on the basis of gender, caste, other social factors. c. Job Cards are issued within 15 days/ not exceeding one month. d. Job Cards do not bear a registration number e. Job card is not authenticated by GP. f. Job Cards provided at cost. g. Photographs are made available by applicant h. Photographs are to be provided by State Government. i. Job Cards are issued on the work sites?		
<b>III. Format of Job Card</b>	a. There is no space for record of employment in the Job Card? b. There is no column for wage payment made to the worker? c. No space for work-wise employment provided?		
<b>IV. Data entry in the Job Card</b>	a. Vital Data not entered in the Job Card: <ul style="list-style-type: none"> <li>• Unique registration number is not mentioned in the Job Card?</li> <li>• Days of employment demanded not mentioned?</li> <li>• Days worked?</li> </ul>		

Issue	What to look for.	Finding [Yes/No]	Description
	<ul style="list-style-type: none"> <li>• Amount paid not entered?</li> </ul>		
<b>V. Demand for employment</b>	<ul style="list-style-type: none"> <li>a. Demand for employment monitored?</li> <li>b. What is the mechanism for monitoring demand for employment?</li> <li>c. Application for employment accepted by Gram Panchayat/ Programme officer</li> <li>d. Dated receipt provided to applicant?</li> <li>e. Employment not provided to applicant within 15 days of placing demand for employment.</li> <li>f. How the work is allocated by GP/ PO?</li> <li>g. 100 days of employment of household monitored?</li> <li>h. On an average how many individuals per household worked on each job card?</li> <li>i. Why families with Job Cards are not demanding employment?</li> <li>j. How many household have completed: [express in percentage] <ul style="list-style-type: none"> <li>• 50 days of employment.</li> <li>• 50-75 days of employment</li> <li>• 75-100 days of employment</li> <li>• 100 days of employment</li> </ul> </li> </ul>		
<b>VI. Work Inspection</b>	<p><b>Site</b></p> <ul style="list-style-type: none"> <li>a. Who has custody of the Job Card?</li> <li>b. Job Card not with the household?</li> <li>c. Job Card is not in the possession of worker, is with MATE or GP Secretary?</li> <li>d. Entries in the Job Card regarding employment and wages paid is made timely?</li> <li>e. CONTRACTOR in the guise of MATE is executing the work?</li> <li>f. Quality of work site facilities; crèche, first aid, drinking water and shade for workers, is appropriate?</li> <li>g. Women workers get children to work?</li> <li>h. What are the working hours?</li> <li>i. Do the workers want change of working hours?</li> <li>j. How is the quality of working implements?</li> <li>k. Are the implements provided by GP/</li> </ul>		

Issue	What to look for.	Finding [Yes/No]	Description
	Implementing Agency/ PO. <b>i.</b> Are Minors at the employed on work? <b>m.</b> On an average how many persons from each household are seeking employment? [ascertain from the job card] <b>n.</b> Match the entries of muster roll and Job Card? Do you notice any discrepancy?		
<b>VII. Muster roll &amp; Measurement Book maintenance</b>	a. Programme Officer issued muster rolls are used at the worksite? b. Muster rolls are not numbered and authenticated? c. ‘Kachaa’ muster roll used at the worksite? d. Worksite attendance and payment entries not made on authentic muster roll? e. Count the number of workers and the entries in the muster roll? See closely whether the number on muster roll is more than at work? f. Who has the possession of muster roll and is incharge of making entries in the muster roll? g. Is he the mate? How many mates are there on the work site? h. Authenticated measurement book is used to record measurement? i. Is the measurement being recorded on loose sheets.? j. Who is entrusted with the task of recording measurement of works? k. Is he technically trained? l. What is the frequency of recording measurement?		
<b>VIII. Minimum wages &amp; Schedule of Rates</b>	a. What are minimum wages? b. When was minimum wages revised? c. Is there parity between minimum wages & labour outturn? d. Is PWD schedule of rates being applied to NREGA works? e. Has a separate schedule of rate formulated for NREGA works. f. Which SoR is being used for NREGA?		

Issue	What to look for.	Finding [Yes/No]	Description
	g. When was the SoR revised? h. Was revision based Work Time & Motion study. i. Which organisation/ Institute conducted Work, Time & Motion studies? j. Have Labour productivity norms been revised? k. Have they increased or decreased? l. By what percentage?		
<b>IX. Wage payment</b>	a. What is the minimum wages? b. How much work entitle the worker minimum wages? c. Is work outturn displayed on the board on worksite d. On an average how much wages one worker gets after 7-8 hours of work? e. What is the mode of wage payment? In Cash or through Bank/ Post Office?		
<b>X. Nature of Works &amp; Shelf of Project</b>	a. What are the kind of works taken up? Water conservation, drought proofing, rural connectivity etc. b. Are there Sufficient number of work with TS/ AS available. c. What are the average number of works available on Shelf? d. Are the works selected by Gram Sabha? e. Are the works taken from the Perspective Plan. f. Whether Zila Panchayat resolution passed approving the list of GP identified works?		
<b>XI. Administrative strengthening</b>	a. Administrative assistant has been placed at GP? <ul style="list-style-type: none"> <li>• What is his qualification?</li> <li>• Has he/ she been trained? What kind of training was he imparted? [Number of Days by whom]</li> </ul> b. Technical assistant has been placed at the GP? <ul style="list-style-type: none"> <li>• Has he/ she been trained?</li> </ul>		

Issue	What to look for.	Finding [Yes/No]	Description
	c. Programme Officer appointed at the Block level? d. Staff at Programme Officer's office placed? Their details e. Record keeping at the GP level? <ul style="list-style-type: none"> <li>• Job Card kept at GP?</li> <li>• Employment Register kept at GP</li> <li>• Asset register kept at GP?</li> </ul>		
<b>XII Monitoring &amp; Grievance Redressal Mechanism</b>	a. Village Monitoring Committees Setup? b. Target assigned to officials at State/District/Block level for inspection of works? <ul style="list-style-type: none"> <li>• State level officials 2%?</li> <li>• District level officials 10%?</li> <li>• Block level official 100%?</li> </ul> c. External level monitors identified and assigned the task of monitoring.		
<b>XIII. MIS</b>	a. Computer Based MIS operational? b. At the Block or GP Level? c. Computer functions being performed in-house or outsourced? d. Visit the Computer Center and record your observation on <ol style="list-style-type: none"> <li>i. Whether the NIC software is loaded in computers.</li> <li>ii. The data is being entered in computers.</li> <li>iii. Are the computers operational</li> <li>iv. Is power available for computer operations</li> </ol>		
<b>XIV. Fund availability</b>	.a Fund available with Gram Panchayat .b How much time it takes for funds to reach Gram Panchayat from the District		
<b>XV. Communication</b>	a. Communication drive to create awareness about processes undertaken? b. Local/traditional media/ local newspapers used to create awareness.		
<b>XVI. Planning</b>			

Issue	What to look for.	Finding [Yes/No]	Description
	a. Gram Sabha decides the works to be taken up b. Priority assigned by Gram Sabha is retained. c. Shelf of Projects is prepared on the basis of Perspective Plan		

**Checklist suggested for internal monitoring by States**

Name of NLM: .....

Date: .....

District:.....  
.....

Block:.....

Village:.....  
.....

Gram Panchayat: .....

Issue	Performance indicator	Finding [Yes/No]	Description
<b>I. Registration of application and issue of Job Card.</b>	a. Every Applicant is able to apply for registration. b. Migrant families are able to register. c. The households are not discriminated on the basis of caste/religion/ gender.		
<b>II. Issue of Job Card</b>	a. Applications for Job Card are collected. b. Job Cards are not denied on the basis of gender, caste, other social factors. c. Job Cards are issued within 15 days/ not exceeding one month. d. Job Cards bear a registration number e. Job cards are authenticated by GP. f. Job Cards not provided at cost. g. Photographs are to be provided by State Government. h. Job Cards are not being issued on the work sites?		
<b>III. Format of Job Card</b>	a. There is space for record of employment in the Job Card. b. There is column for wage payment made to the worker. c. There is space for work-wise employment provided d.		
<b>IV. Data entry in the Job Card</b>	a. Vital Data is entered in the Job Card: <ul style="list-style-type: none"> <li>• Unique registration number is mentioned in the Job Card.</li> <li>• Days of employment demanded are mentioned.</li> <li>• Days worked?</li> <li>• Amount paid entered.</li> </ul>		
<b>V. Demand for employment</b>	a. Demand for employment is monitored. b. What is the mechanism for monitoring demand for employment? c. Application for employment accepted by Gram Panchayat/ Programme officer		

Issue	Performance indicator	Finding [Yes/No]	Description
	d. Dated receipt provided to applicant. e. Employment provided to applicant within 15 days of placing demand for employment. f. How the work is allocated by GP/ PO? g. 100 days of employment of household is being monitored. h. On an average how many individuals per household worked on each job card? i. Why families with Job Cards are not demanding employment? j. How many household have completed: [express in percentage] <ul style="list-style-type: none"> <li>• 50 days of employment.</li> <li>• 50-75 days of employment</li> <li>• 75-100 days of employment</li> <li>• 100 days of employment</li> </ul>		
<b>VI. Work Site Inspection</b>	a. Who has custody of the Job Card? b. Job Card should be in custody of household. c. Job Card should be in possession of worker, should not be with MATE or GP Secretary? d. Entries in the Job Card regarding employment and wages paid should be made in timely manner. e. CONTRACTOR in the guise of MATE should not be executing work. f. Quality of work site facilities; crèche, first aid, drinking water and shade for workers, are appropriate. g. Women workers get children to work. h. What are the working hours? i. Do the workers want change of working hours? j. How is the quality of working implements? k. Are the implements provided by GP/ Implementing Agency/ PO. l. Minors should not be employed on work. m. On an average how many persons from each household are seeking employment? [ascertain from the job card] n. Match the entries of muster roll and Job Card? Do you notice any discrepancy?		
<b>VII. Muster roll &amp; Measurement Book maintenance</b>	a. Programme Officer issued muster rolls are used at the worksite. b. Muster rolls are to be numbered and authenticated. c. 'Kachaa' muster roll should not be used at the worksite.		

Issue	Performance indicator	Finding [Yes/No]	Description
	<ul style="list-style-type: none"> <li>d. Worksite attendance and payment entries made on authentic muster roll.</li> <li>e. Count the number of workers and the entries in the muster roll. See closely the number on muster roll should be same as at work?</li> <li>f. Who has the possession of muster roll and is incharge of making entries in the muster roll?</li> <li>g. Is he the mate? There should not be more than one mate on the work site?</li> <li>h. Authenticated measurement book is being used to record measurement.</li> <li>i. Measurement should not be recorded on loose sheets.</li> <li>j. Who is entrusted with the task of recording measurement of works?</li> <li>k. Is he technically trained?</li> <li>l. What is the frequency of recording measurement?</li> </ul>		
<b>VIII. Minimum wages &amp; Schedule of Rates</b>	<ul style="list-style-type: none"> <li>a. What are minimum wages?</li> <li>b. When was minimum wages revised?</li> <li>c. There should be parity between minimum wages &amp; labour outturn?</li> <li>d. Is PWD schedule of rates being applied to NREGA works?</li> <li>e. Has a separate schedule of rate formulated for NREGA works.</li> <li>f. Which SoR is being used for NREGA?</li> <li>g. When was the SoR revised?</li> <li>h. Was revision based Work Time &amp; Motion study.</li> <li>i. Which organisation/ Institute conducted Work, Time &amp; Motion studies?</li> <li>j. Have Labour productivity norms been revised?</li> <li>k. Have they increased or decreased?</li> <li>l. By what percentage?</li> </ul>		
<b>IX. Wage payment</b>	<ul style="list-style-type: none"> <li>a. What is the minimum wages?</li> <li>b. How much work entitle the worker minimum wages?</li> <li>c. Work outturn is displayed on the board on worksite</li> <li>d. On an average how much wages one worker gets after 7-8 hours of work?</li> <li>e. What is the mode of wage payment? In Cash or through Bank/ Post Office?</li> </ul>		
<b>X.Nature of Works</b>	<ul style="list-style-type: none"> <li>a. What is the kind of works taken up? Water</li> </ul>		

Issue	Performance indicator	Finding [Yes/No]	Description
<b>&amp; Shelf of Project</b>	conservation, drought proofing, rural connectivity etc. b. Is there sufficient number of work with TS/ AS available? c. What is the average number of works available on Shelf? d. Does Gram Sabha select the works? e. Are the works taken from the Perspective Plan? f. Whether Zila Panchayat resolution passed approving the list of GP identified works?		
<b>XI. Administrative strengthening</b>	a. Administrative assistant has been placed at GP? <ul style="list-style-type: none"> <li>• What is his qualification?</li> <li>• Has he/ she been trained? What kind of training was he imparted? [Number of Days by whom]</li> </ul> b. Technical assistant has been placed at the GP? <ul style="list-style-type: none"> <li>• Has he/ she been trained?</li> </ul> c. Programme Officer appointed at the Block level? d. Staff at Programme Officer's office placed? Their details e. Record keeping at the GP level? <ul style="list-style-type: none"> <li>• Job Card register kept at GP?</li> <li>• Employment Register kept at GP</li> <li>• Asset register kept at GP?</li> </ul>		
<b>XII Monitoring &amp; Grievance Redressal Mechanism</b>	a. Village Monitoring Committees Set-up? b. Target assigned to officials at State/District/Block level for inspection of works? <ul style="list-style-type: none"> <li>• State level officials 2%?</li> <li>• District level officials 10%?</li> <li>• Block level official 100%?</li> </ul> c. External level monitors identified and assigned the task of monitoring.		
<b>XIII. MIS</b>	)a Computer Based MIS operational? )b At the Block or GP Level? )c Computer functions being performed in-house or outsourced? )d Visit the Computer Centre and record your observation on <ol style="list-style-type: none"> <li>.i Whether the NIC software is loaded in computers.</li> <li>.ii The data is being entered in computers.</li> <li>.iii Are the computers operational</li> <li>.iv Is power available for computer operations</li> </ol>		

Issue	Performance indicator	Finding [Yes/No]	Description
<b>XIV.Fund availability</b>	<ul style="list-style-type: none"> <li>a. Fund available with Gram Panchayat.</li> <li>b. How much time it takes for funds to reach Gram Panchayat from the District</li> </ul>		
<b>XV.Communication</b>	<ul style="list-style-type: none"> <li>a. Communication drive to create awareness about processes undertaken?</li> <li>b. Local/traditional media/ local newspapers used to create awareness.</li> </ul>		
<b>XVI. Planning</b>	<ul style="list-style-type: none"> <li>a. Gram Sabha decides the works to be taken up</li> <li>b. Priority assigned by Gram Sabha is retained.</li> <li>c. Shelf of Projects is prepared on the basis of Perspective Plan</li> </ul>		

### NREGA Monitor -NTUI

<b>*Code:</b>
<b>*Date:</b>
<b>General Information</b>
Taluka:
Panchayat:
Population:
No. of Households:
No. of Agricultural labourer:
No. of Marginal/Small peasants:
No. of BPL households:
<b>Social Composition of Households</b>
ST
SC
OBC
Minorities
Woman headed household

**\*Code: state/district/union**

**\*Year:yy/mm/dd**

**Quarterly NREGA monitor**

**\*Report No.:**

<b>Social Composition of Membership</b>		<b>Total</b>	<b>Women</b>		
ST					
SC					
OBC					
Minorities					
Woman headed household					
<b>Complaints</b>		<b>No. of complaints to Programme Officer</b>	<b>Complaint Month</b>	<b>No. of complaints to District Programme Coordinator</b>	<b>Complaint Month</b>
<b>Registration</b>					
1.1	Denied Registration				
1.2	Incomplete list of registered adults in a household				
1.3	Not Issued Job Cards				
1.4	Demanded Money for Registration				
<b>Work Allocation</b>					
2.1	Non-acceptance of Work Application				
2.2	Not provided Receipts for applications				
2.3	Non allocation of work in the demanded period				
2.4	Demanded Money for allocation of work				
<b>Payment of Wages</b>					
3.1	Non-payment of wages within 15 days				
3.2	Non-payment of NREGA Wage rate				
3.3	Payment of Wages to non-workers				
3.4	Violation of Equal Remuneration Clause				
<b>Payment of unemployment allowance</b>					
4.1	Non-payment of Unemployment allowance				
4.2	Payment to ineligible people				
4.3	Payment to non-applicants				
4.4	Non-payment on account of not reporting to work				
<b>* Report: yy/1/2</b>					

Press Information Bureau  
Government of India

Wednesday, August 02, 2006  
16:53 IST

**Ministry of Labour & Employment**

**NATIONAL FLOOR LEVEL MINIMUM WAGE**

**Rajya Sabha**

The National Floor Level Minimum Wage, which is applicable to all scheduled employments including agricultural labourers, presently stands at Rs. 66/- per day. It is not prescribed category-wise. As it is a non-statutory measure, the State Governments are persuaded by writing letters and personal interaction to fix the minimum wages in all scheduled employments under their respective jurisdiction to be at least at par with the National Floor Level Minimum Wage. The State Governments, by and large, follow the advice of the Central Government.

This was stated by the Minister of State for Labour and Employment, Shri Chandra Sekhar Sahu in a written reply in the Rajya Sabha today.

MLD:LK :L-54(LS-nat floor level min wages)2.8.06