

**STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ**

**(2021-2022)**

**20**

**SEVENTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF RURAL DEVELOPMENT)**

**CRITICAL EVALUATION OF MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT  
GUARANTEE ACT (MGNREGA)**

**TWENTIETH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

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Presented to Lok Sabha on 08.02.2022

Laid in Rajya Sabha on 08.02.2022



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*February, 2022/Magha, 1943 (Saka)*

CRD No. 174

*Price : Rs.*

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Thirteenth Edition) and Printed by \_\_\_\_\_.

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT &  
PANCHAYATI RAJ (2021-2022)**

**Shri Prataprao Jadhav** -- **Chairperson**

**MEMBERS**

**Lok Sabha**

2. Shri Sisir Kumar Adhikari
3. Shri C. N. Annadurai
4. Shri A.K.P Chinraj
5. Shri Rajveer Diler
6. Shri Vijay Kumar Dubey
7. Shri Sukhbir Singh Jaunapuria
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**Rajya Sabha**

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23. Smt. Shanta Chhetri
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25. Shri Iranna Kadadi
26. Dr. Wanweiroy Kharlukhi
27. Shri Naranbhai J. Rathwa
28. Shri Ram Shakal
29. Shri Bashistha Narain Singh
30. Shri Ajay Pratap Singh
31. -vacant-

**SECRETARIAT**

- |                      |   |                     |
|----------------------|---|---------------------|
| 1. Shri D.R.Shekhar  | - | Joint Secretary     |
| 2. Shri A. K. Shah   | - | Director            |
| 3. Smt. Emma C.Barwa | - | Additional Director |
| 4. Shri Inam Ahmed   | - | Executive Officer   |

## INTRODUCTION

I, the Chairperson of the Standing Committee on Rural Development & Panchayati Raj (2021-2022) having been authorized by the Committee to submit the Report on their behalf, present the Report on 'Critical Evaluation of Mahatma Gandhi National Rural Employment Guarantee Act, (MGNREGA)' of the Ministry of Rural Development (Department of Rural Development).

2. The Committee held briefing by the representatives of the Department of Rural Development (Ministry of Rural Development) on 09 November, 2020. The Committee took evidence of the representatives of the Ministry of Rural Development (Department of Rural Development) at their sitting held on 09 September, 2021.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 04 February, 2022.

4. The Committee wish to express thanks to the officials of the Ministry of Rural Development (Department of Rural Development) for placing before them the requisite material and their considered views in connection with the examination of the subject.

5. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

**NEWDELHI;**  
**04 February, 2022**  
**15 Magha, 1943 (Saka)**

**PRATAPRAO JADHAV**  
***Chairperson,***  
**Standing Committee on Rural Development & Panchayati Raj**

**REPORT  
PART – I  
NARRATION**

**I. Historical Background of the Act**

**(1) Requirement**

In order to provide direct supplementary wage employment to the rural population through public works, many programmes were initiated by the Government of India namely National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rozgar Yojana (JRY) and SampoornaGrameenRozgarYojana (SGRY). However, these programmes were found to be barely adequate enough to provide sufficient number of days of employment to each 'Below Poverty Line (BPL)' household in the rural areas.

Thus, recognizing the requirement to ensure a certain minimum days of wage employment in rural areas and taking into account the experience gained under the Employment Guarantee Scheme in Maharashtra "The National Rural Employment Guarantee Bill, 2004" was introduced in the Lok Sabha on 21<sup>st</sup> December, 2004 and was referred to the Standing Committee on Rural Development by the Hon'ble Speaker, Lok Sabha under Rule 331E(1)(b) of the "Rules of Procedure and Conduct of Business in Lok Sabha" on 23<sup>rd</sup> December, 2004 for examination and Report. The Committee presented/laid its 13<sup>th</sup> Report on 'The National Rural Employment Guarantee Bill, 2004' on 27.07.2005 in Lok Sabha/Rajya Sabha.

Subsequently, the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 was notified on 7 September, 2005.

**(2) Mandate of the Act**

The mandate of the Act is to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work.



### (3) Objectives of the Act

The core objectives of the Scheme are as below:-

- Providing not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability.
- Strengthening the livelihood resource base of the poor;
- Proactively ensuring social inclusion

Thus, Mahatma Gandhi NREGA is a powerful instrument for ensuring inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment.

### (4) Coverage of the Act

The Act was notified in 200 districts in the first phase with effect from 2 February, 2006 and then extended to an additional 130 districts in the financial year 2007-2008 (113 districts were notified with effect from 1<sup>st</sup> April, 2007 and 17 Districts in Uttar Pradesh were notified with effect from 15<sup>th</sup> May, 2007). The remaining districts have been notified under Mahatma Gandhi NREGA with effect from 1<sup>st</sup> April, 2008. Thus, the Mahatma Gandhi NREGA covers the entire country with the exception of districts that have a hundred percent urban population.

## II. Salient Features of the Act

During the course of evidence, the Secretary, DoRD, stressing upon the relevance of the Scheme, deposed as under:-

“सर, आप महात्मा गांधी नरेगा कार्यक्रम के बारे में अवगत हैं कि यह सौ दिनों तक की अकुशल मजदूरी की गारंटी देता है। यह गारंटी हर हाउसहोल्ड के लिए उपलब्ध है। इस कार्यक्रम में रोजगार उपलब्ध कराने के उद्देश्य के साथ-साथ उत्पादक परिसम्पत्तियों का सृजन भी इसका एक महत्वपूर्ण अंग है। इस कार्यक्रम के माध्यम से उस लक्ष्य की प्राप्ति भी सुनिश्चित कराई जाती है। इसका एक महत्वपूर्ण तत्व यह भी है कि जो गरीब हैं और उनकी जो उत्पादक क्षमताएं हैं, आजीविका के संसाधन हैं, उनकी वृद्धि का उद्देश्य इसमें शामिल किया गया है। सोशल इंकलूजन (सामाजिक समावेशन) सुनिश्चित कराने की कार्रवाई की जाती है। उदाहरण के तौर पर इसके अंतर्गत एक-तिहाई महिलाओं का समावेश सुनिश्चित कराने की बाध्यता की गई है। इसी प्रकार से, कार्यक्रम में जिन लोगों को परिसम्पत्तियाँ उपलब्ध कराई जाती हैं, उनमें जो कमजोर वर्ग हैं, समाज के कमजोर अंगों को इसके अंतर्गत परिसम्पत्तियाँ उपलब्ध कराई जाती हैं। जो लोग काम करने में ज्यादा सक्षम नहीं हैं, तो उनकी क्षमता के अनुसार रोजगार उपलब्ध कराने की बात भी इसके अंतर्गत कही गई है। इसका कार्यान्वयन इस प्रकार से कराया जाता है कि जो पंचायती राज व्यवस्था है, वह कार्यान्वयन के क्रम में ही ज्यादा सुदृढ़ हो।”

**(1) Guarantee of Rural Employment to Households** –The MGNREGA, 2005, Section – 3, Clause (I) reads as under:-

*“Save as otherwise provided, the State Government shall, in such rural area in rural area in the State as may be notified by the Central Government, provide to every household whose adult members volunteer to do unskilled manual work not less than one hundred days of such work in a financial year in accordance with the Scheme made under this Act.”*

**(2) Funding Pattern**

(1) *“Subject to the rules as may be made by the Central Government in this behalf, the Central Government shall meet the cost of the following namely:-*

*(a) the amount required for payment of wages for unskilled manual work under the scheme;*

*(b) up to three-fourths of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;*

*(c) such percentage of the total cost of the Scheme as may be determined as may be determined by the Central Government towards the administrative expenses, which may include the salary and allowances of the Programme Officers and his supporting staff, the administrative expenses of the Central Council, facilities to be provided under Schedule II and such other item as may be decided by the Central Government.”*

(2) *The State Government shall meet the cost of the following, namely:-*

*(a) the cost of unemployment allowance payable under the scheme;*

*(b) one-fourth of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;*

*(c) the administrative expenses of the State Council.*

**(3) Payment of Unemployment Allowance**

*(1) “If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section.”*

**(4) Social Audit of work done by Gram Sabha**

*“(1)The Gram Sabha shall monitor the execution of works within the Gram Panchayat.*

*(2) The Gram Sabha shall conduct regular social audits of all the projects under the scheme taken up within the Gram Panchayat.*

*(3) The Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of conducting the social audit.”*

## (5) Compensation for the delay in Wage Payment

(1) *“In case the payment of wages is not made within fifteen days from the date of closure of the muster roll, the wage seekers shall be entitled to receive payment of compensation for the delay, at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of closure of muster roll.*

- (a) *Any delay in payment of compensation beyond a period of fifteen days from the date it becomes payable, shall be considered in the same manner as the delay in payment of wages.*
- (b) *For the purpose of ensuring accountability in payment of wages and to calculate culpability of various functionaries or agencies, the States shall divide the processes leading to determination and payment of wages into various stages such as:-*
- i. Measurement of work;*
  - ii. Computerising the muster rolls;*
  - iii. Computerizing the measurements;*
  - iv. Generation of wage lists; and*
  - v. Uploading Fund Transfer Orders (FTOs),*
- and specify stage-wise maximum time limits along with the functionary or agency which is responsible for discharging the specific function.*
- (c) *The computer system shall have a provision to automatically calculate the compensation payable based on the date of closure of the muster roll and the date of deposit of wages in the accounts of the wage seekers.*
- (d) *The State Government shall pay the compensation upfront after due verification within the time limits as specified above and recover the compensation amount from the functionaries or agencies who is responsible for the delay in payment.*
- (e) *It shall be the duty of that District Programme Coordinator or Programme Officer to ensure that the system is operationalized.*
- (f) *The number of days of delay, the compensation payable and actually paid shall be reflected in the Monitoring and Information System and the Labour Budget.”*

## III. Financial Evolution of the Scheme

The Secretary, Department of Rural Development during the evidence meeting, on the aspect of financial growth of the Scheme submitted as under:-

“सर, महात्मा गांधी नरेगा योजना से संबंधित पिछले आठ वर्षों की जो वित्तीय प्रगति है, उसको यह दर्शाता है। आप देखेंगे कि वर्ष 2014-15 में लगभग 32,977 करोड़ रुपए की राशि खर्च हुई थी और यह वर्ष 2020-21 में बढ़कर 1,11,170 करोड़ रुपए हुई। कोविड के समय में ग्रामीण क्षेत्रों में जो रोजगार की जरूरत महसूस हुई थी, उस क्रम में इस राशि का अतिरिक्त प्रावधान किया गया था। इस साल 73 हजार करोड़ रुपए की राशि का प्रावधान अब तक बजट एस्टिमेट लेवल पर किया गया है। उसमें से लगभग 53 हजार करोड़ रुपए की राशि खर्च हुई है।”

**(1) Fund Outlay and Expenditure :**The Budget/Revised Estimates and Fund released under Mahatma Gandhi NREGA since its inception is as under:

(\*as on 01.09.2021) (Rs. in crore)

S. No.	Year	Budget Estimate	Revised Estimate	Fund released
1	2006-07	11,300.00	11,300.00	8694.25
2	2007-08	12,000.00	12,661.22	12,661.22
3	2008-09	16,000.00	30,000.19	30,000.19
4	2009-10	39,100.00	39,100.00	33,539.38
5	2010-11	40,100.00	40,100.00	35,841.49
6	2011-12	40,000.00	31,000.00	29,215.05
7	2012-13	33,000.00	30,287.00	30,274.69
8	2013-14	33,000.00	33,000.00	32,994.12
9	2014-15	34,000.00	33,000.00	32,977.43
10	2015-16	34,699.00	37,345.95	37,340.72
11	2016-17	38,500.00	48,220.26	48,219.05
12	2017-18	48,000.00	55,167.06	55,166.06
13	2018-19	55,000.00	61,830.09	61,829.55
14	2019-20	60,000.00	71,001.81	71,687.71
15	2020-21	61,500.00	1,11,500.00	1,11,170.86
16	2021-22	73,000.00	--	52,228.84*

The above table clearly shows the increasing Budgetary Allocation for successive Financial Years eliciting an increase in demand for work.

1.2 Regarding the current status of fund allocation and RE, the Department of Rural Development in their written reply have stated as under:-

“There is a Budget Allocation of Rs.73,000 crore under Mahatma Gandhi NREGA during current financial year 2021-22 out of which Rs.65,04,311.04 lakh has been released as on 5.11.2021.

Further, additionally an amount of Rs.10,000 crore over BE has been provided by the Ministry of Finance under Appendix 10 of GFR. RE is yet to be decided.

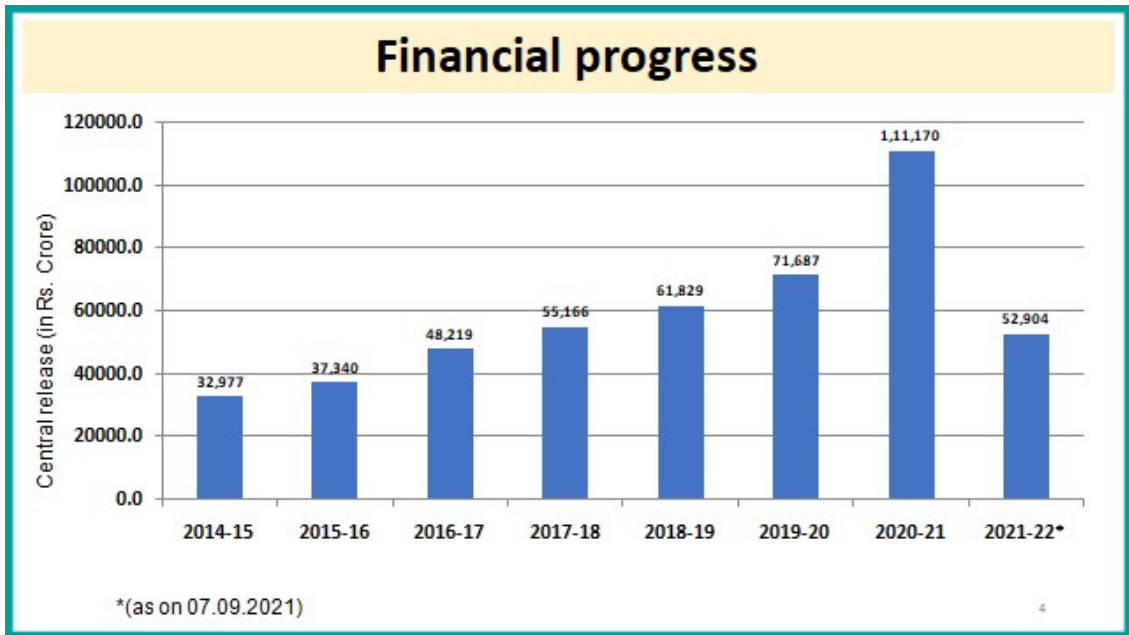
Mahatma Gandhi NREGS is a demand driven wage employment programme under which Central funds are released to the States/UTs on the basis of “agreed to” Labour Budget. Wage payment is released into the accounts of beneficiaries directly. Material payment is released to the State Government.”

**Central Release:-**

**Central funds released to Mahatma Gandhi NREGA for States during 2021-22  
(as on 05.11.2021)(Rs. in lakh)**

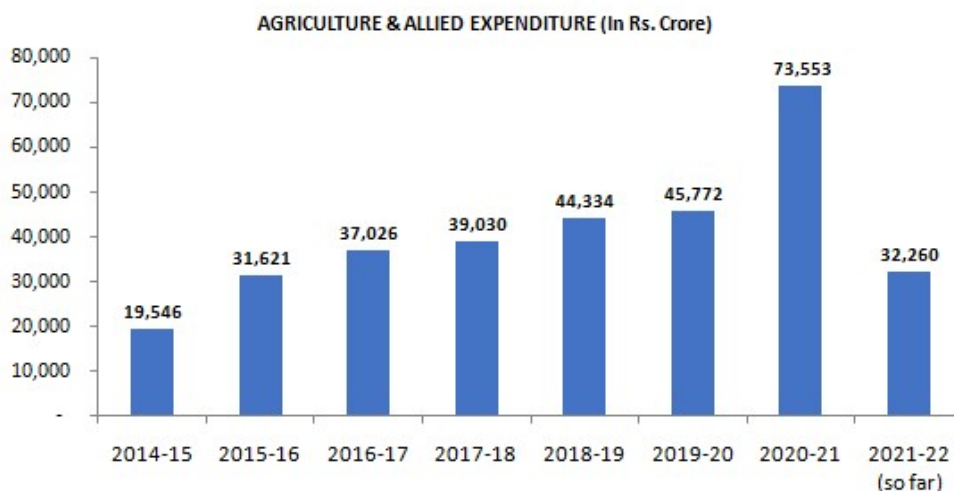
Sl. No.	States/UTs	Total Wages Released	Total (Material + Admin)
	1	2	3
1	Andhra Pradesh	456787.40054	170388.46000
2	Arunachal Pradesh	13238.43581	13019.11000
3	Assam	103125.88080	25684.03000
4	Bihar	203478.60182	190000.00000
5	Chhattisgarh	161834.85366	65203.09000
6	Goa	0.00000	0.00000
7	Gujarat	77439.13641	41268.58000
8	Haryana	28689.69353	19363.71000
9	Himachal Pradesh	30733.94757	16007.69000
10	Jammu & Kashmir	26368.33855	9524.24500
11	Jharkhand	154305.11590	48403.97000
12	Karnataka	308168.40715	120520.66800

13	Kerala	113247.63990	43898.26000
14	Madhya Pradesh	382315.90688	172195.70000
15	Maharashtra	78881.72785	31294.28000
16	Manipur	0.00000	33308.74000
17	Meghalaya	34001.88080	19000.00000
18	Mizoram	27267.43083	8607.57000
19	Nagaland	3291.36024	26375.46500
20	Odisha	281905.35941	75174.09000
21	Punjab	51112.26741	26702.45000
22	Rajasthan	454307.83359	199000.00000
23	Sikkim	4449.58786	620.15000
24	Tamil Nadu	357329.08191	155915.39000
25	Telangana	223614.48711	143285.82000
26	Tripura	49525.84908	16296.56000
27	Uttar Pradesh	391099.23670	166989.32000
28	Uttarakhand	16791.17648	9667.15000
29	West Bengal	394127.38311	190000.00000
30	Andaman & Nicobar	0.00000	763.16000
31	Dadra & Nagar Haveli & Daman & Diu	0.00000	0.00000
32	Lakshadweep	0.00000	0.00000
33	Puducherry	1052.45129	0.00000
34	Ladakh	978.31394	1657.33000
<b>Total</b>		<b>4429468.78613</b>	<b>2040134.98800</b>



### Financial Progress in terms of key parameters

Key Parameter Indicators	2021-22	2020-21	2019-20	2018-19
Total center release (In Cr.)	51880.65	110,355.27	71,020.35	62,125.07
Total Availability (In Cr.)	59057.53	119,432.45	75,510.25	69,228.68
Total Exp[In Cr]	56235.39	111,405.53	68,265.97	69,618.59
Average Cost Per Day Per Person (In Rs.)	282.08	265.96	235.28	247.19
% Total Exp through eFMS	99.68	99.37	99.56	99.01
% payments generated within 15 days	99.31	96.77	93.76	89.61

**(2) Pattern of Expenditure :**

**Expenditure during last three financial year and current financial year under Mahatma Gandhi NREGS**

S No.	State	Expenditure (Rs. In lakh) *			
		2018-19	2019-20	2020-21	2021-22 (as on date)
1	ANDHRA PRADESH	830861.59	553250.96	1090116.71	737989.05
2	ARUNACHAL PRADESH	21336.08	15871.01	48543.97	31804.56
3	ASSAM	133846.99	147630.24	252526.97	130302.16
4	BIHAR	320455.03	337117.44	642571.43	520381.64
5	CHHATTISGARH	305418.20	300992.47	411309.91	239227.53
6	GOA	33.13	134.01	325.91	238.85
7	GUJARAT	109839.25	96523.00	133485.71	137241.48
8	HARYANA	36789.31	38716.78	80263.01	47527.60
9	HIMACHAL PRADESH	84952.73	70897.70	98895.67	67113.96
10	JAMMU AND KASHMIR	82001.46	99828.23	155008.31	49838.38
11	JHARKHAND	152139.54	169998.24	315034.17	207813.35
12	KARNATAKA	360417.31	474817.49	561749.18	453030.36
13	KERALA	298394.84	270255.18	386774.91	230271.62
14	LADAKH	2731.65	6762.05	5033.00	2353.72
15	MADHYA PRADESH	540491.90	494933.90	914225.54	608864.62
16	MAHARASHTRA	238209.68	182131.97	201863.16	124394.25
17	MANIPUR	29470.94	45547.64	105254.68	65315.54
18	MEGHALAYA	91334.18	109838.95	136713.24	60473.00
19	MIZORAM	49303.81	51525.16	54921.95	36671.42
20	NAGALAND	24431.46	39367.59	44287.10	14195.60
21	ODISHA	231578.70	283693.63	583967.65	381861.91
22	PUNJAB	66979.92	76735.94	124082.84	91143.36
23	RAJASTHAN	567899.59	670173.85	979605.35	698241.96
24	SIKKIM	9453.70	9106.55	10762.31	6891.95

25	TAMIL NADU	576694.63	562133.70	843502.61	708353.57
26	TELANGANA	319199.90	219331.71	465574.81	284375.76
27	TRIPURA	55666.07	85746.99	106405.50	71527.55
28	UTTAR PRADESH	584563.13	605313.72	1262637.74	531359.64
29	UTTARAKHAND	63320.70	55605.70	85380.67	41312.85
30	WEST BENGAL	805740.48	748091.49	1040537.34	825432.74
31	ANDAMAN & NICOBAR	572.86	458.69	668.04	546.86
32	DAMAN & DIU	0	0	0	0
33	LAKSHADWEEP	26.19	10.80	5.74	0.27
34	PUDUCHERRY	1573.91	1711.22	2532.18	1120.59
35	THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0	0	0	0
	Total	69,95,728.86	68,24,254.00	1,11,44,567.31	74,07,217.70

\*Expenditure includes State share

2.1 In relation to the pattern of expenditure, Department of Rural Development in their written replies have submitted that:-

“In the current FY 2021-22 (so far), percentage of expenditure on Agriculture & Agriculture Allied Works is 69.43% under Mahatma Gandhi NREGA.”

### (3) Unspent Balances

#### State-wise Unspent Balance during last three financial year and current financial year under Mahatma Gandhi NREGS

(Rs. In crore)

S. No.	State	Unspent balance FY 2018-19	Unspent balance FY 2019-20	Unspent balance FY 2020-21	Unspent balance FY 2021-22 (as on 5.11.2021)
1	ANDHRA PRADESH	48.67	1022.01	1991.07	0.00
2	ARUNACHAL PRADESH	55.69	113.92	0.14	0.00
3	ASSAM	88.00	2.84	72.57	37.23
4	BIHAR	50.90	206.43	909.93	0.00
5	CHHATTISGARH	95.26	208.35	84.43	0.00
6	GUJARAT	17.24	19.35	81.48	0.00
7	HARYANA	35.70	39.76	3.49	2.23
8	HIMACHAL PRADESH	0.97	0.61	0.25	0.00
9	JAMMU AND KASHMIR	181.26	0.00	0.00	95.24
10	JHARKHAND	0.00	103.41	118.95	41.33
11	KARNATAKA	211.28	0.00	296.74	34.97
12	KERALA	14.98	27.70	292.04	0.00
13	MADHYA PRADESH	23.48	23.39	0.00	0.00
14	MAHARASHTRA	226.34	389.77	64.38	0.00
15	MANIPUR	24.25	0.00	626.62	223.09
16	MEGHALAYA	103.42	262.15	26.04	0.00
17	MIZORAM	10.13	5.06	13.70	0.00

18	NAGALAND	156.93	0.00	75.53	770.76
19	ODISHA	197.39	0.00	0.00	0.00
20	PUNJAB	92.35	65.51	67.69	0.00
21	RAJASTHAN	204.75	0.00	214.88	0.00
22	SIKKIM	6.38	6.86	10.09	0.00
23	TAMIL NADU	42.28	22.29	6.72	11.85
24	TELANGANA	132.16	217.66	198.48	91.14
25	TRIPURA	4.59	5.64	1.02	0.00
26	UTTAR PRADESH	99.65	3.15	64.59	33.46
27	UTTARAKHAND	0.92	0.24	1.00	0.00
28	WEST BENGAL	472.20	162.78	48.65	0.00
29	ANDAMAN & NICOBAR	1.53	2.87	0.00	1.13
30	DADRA & NAGAR HAVELI	0.00	0.00	0.00	0.00
31	DAMAN & DIU	0.00	0.00	0.00	0.00
32	GOA	0.00	1.57	0.30	0.00
33	LAKSHADWEEP	0.00	0.00	0.00	0.00
34	PUDUCHERRY	0.15	0.00	0.00	0.00
35	CHANDIGARH			0.00	
36	LADAKH				9.02
	<b>Total</b>	<b>2598.85</b>	<b>2913.32</b>	<b>5270.76</b>	<b>1351.46</b>

#### IV. Physical Performance in terms of growth of the Scheme

During the course of evidence, the Secretary, DoRD stated as under:-

“कुल मिलाकर 278 करोड़ 32 लाख मानव दिवस, जब हमने इस वर्ष के प्रारम्भ में राज्यों से विमर्श करके उनका लेबर बजट निर्माण कराया तो इतने मानव दिवस का आकलन रखा गया था, जिसमें से 170 करोड़ मानव दिवस के कार्य अभी हो चुके हैं। जैसा कि मैंने पहले बताया, लगभग 36 लाख योजनाएं पूर्ण हुई हैं। अगर आप व्यक्तिगत सम्पत्तियों के काम देखेंगे, जो पूर्ण हुई हैं, तो वह लगभग 63 प्रतिशत पूर्ण हुई है। इसी प्रकार से, जो प्राकृतिक संसाधन प्रबंधन वाले कार्य हैं, उन पर 70 प्रतिशत की राशि खर्च हुई है और एग्रीकल्चर और एलाइड वर्क्स की बात करेंगे तो उसमें लगभग 72 परसेंट खर्च हुए हैं।”

##### **Physical Progress (As on 31.08.2021 for FY2021-22 and 31.03 for others)**

Key Parameter Indicators	2021-22	2020-21	2019-20	2018-19
Approved Labour Budget[In Cr]	278.32	385.67	277.63	256.56
Persondays Generated so far[In Cr]	170.37	389.19	265.35	267.96
Person-days generated by SC Households [in crore]	32.21	76.15	54.07	55.66
Person-days generated by ST Households[in crore]	29.91	69.10	49.12	46.66
Person-days generated by women[in crore]	91.47	206.99	145.35	146.26
Differently abled persons worked	434473	601579	462917	461880
Average days of employment provided per Household	31.68	51.52	48.4	50.88
Average Wage rate per day per person (Rs.)	206.39	200.72	182.09	179.13
No of HHs completed 100 Days of Wage Employment	775898	7200166	4060463	5259502
Total Households Worked [In Cr]	5.38	7.55	5.48	5.27
Total Individuals Worked [In Cr]	7.6	11.19	7.88	7.77



The physical progress of Mahatma Gandhi NREGA in terms of person-days generation, average person-days per household and participation of women and SC/ST is indicated below:

Sl. No.	Indicator	2021-22*	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
1	Person-days generated (in crore)	173	389.19	265.35	267.96	233.74	235.65	235.15
2	Average person-days per household	31.94	51.52	48.40	50.88	45.69	46.00	48.85
3	Women participation rate (%age)	53.62	53.18	54.78	54.59	53.53	56.16	55.26
4	SC/ST participation (%age)	36.53	37.33	38.89	38.19	39.05	38.94	40.09

\*As per MIS (as on 02.09.2021)

**Number of Households Provided Employment and Households completed 100 days of employment**

(Figure in lakh)

Sl No	State/UTs	2018-19		2019-20		2020-21		2021-22 (as on 31.08.2021)	
		Households provided employment	Household completed 100 days of employment	Households provided employment	Household completed 100 days of employment	Households provided employment	Household completed 100 days of employment	Households provided employment	Household completed 100 days of employment
1	ANDHRA PRADESH	42.28	8.67	40.37	5.82	47.71	8.65	44.85	3.10
2	ARUNACHAL PRADESH	1.60	0.00	1.77	0.00	2.26	0.04	1.51	0.00
3	ASSAM	17.42	0.18	19.29	0.30	25.13	0.72	16.92	0.03
4	BIHAR	29.24	0.25	33.70	0.20	51.04	0.35	30.09	0.03
5	CHHATTISGARH	24.43	4.28	24.45	4.18	30.61	6.12	22.22	0.25
6	GOA	0.01	0.00	0.02	0.00	0.04	0.00	0.02	0.00
7	GUJARAT	9.11	0.34	8.19	0.13	11.34	0.17	8.41	0.13
8	HARYANA	2.31	0.04	2.58	0.05	4.57	0.14	2.84	0.01
9	HIMACHAL PRADESH	5.54	0.70	5.35	0.61	6.37	0.89	4.54	0.01
10	JAMMU AND KASHMIR	6.51	0.38	6.33	0.13	7.50	0.23	2.32	0.01
11	JHARKHAND	12.73	0.26	13.85	0.31	25.38	1.14	17.11	0.08
12	KARNATAKA	21.08	2.11	22.38	1.87	30.19	2.41	26.62	0.09
13	KERALA	14.78	4.42	14.39	2.51	16.17	4.70	11.15	0.00
14	LADAKH	0.00	0.00	0.31	0.01	0.32	0.01	0.12	0.00
15	MADHYA PRADESH	39.18	0.77	36.21	0.91	55.31	3.23	38.47	0.39
16	MAHARASHTRA	17.93	1.92	15.37	1.24	16.84	1.37	11.51	0.33
17	MANIPUR	5.13	0.00	5.41	0.01	5.47	0.04	1.91	0.00
18	MEGHALAYA	4.75	1.61	5.06	1.81	5.36	1.74	2.77	0.00
19	MIZORAM	1.94	0.80	2.04	1.57	2.14	1.79	2.07	0.00
20	NAGALAND	3.86	0.00	3.90	0.00	3.92	0.00	3.43	0.00
21	ODISHA	21.48	0.47	23.25	1.61	37.50	4.18	25.58	0.94
22	PUNJAB	6.75	0.07	7.53	0.08	9.54	0.28	6.00	0.01
23	RAJASTHAN	51.65	5.88	55.75	8.49	75.43	12.32	52.60	0.26
24	SIKKIM	0.62	0.05	0.58	0.04	0.65	0.06	0.51	0.00
25	TAMIL NADU	55.92	2.60	56.49	1.21	66.49	1.79	58.77	0.02
26	TELANGANA	25.24	2.27	24.79	1.76	31.10	3.42	25.91	1.60
27	TRIPURA	5.49	0.15	5.66	0.55	5.86	1.16	5.41	0.02
28	UTTAR PRADESH	50.45	0.72	53.14	1.33	94.37	7.79	53.45	0.11
29	UTTARAKHAND	4.89	0.26	5.04	0.22	6.54	0.48	3.49	0.02
30	WEST BENGAL	43.91	13.37	54.58	3.66	79.66	6.79	56.89	0.33
31	ANDAMAN AND NICOBAR	0.06	0.00	0.06	0.00	0.08	0.00	0.02	0.00
32	LAKSHADWEEP	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
33	PUDUCHERRY	0.33	0.00	0.40	0.00	0.48	0.00	0.26	0.00
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	<b>Total</b>	<b>526.61</b>	<b>52.58</b>	<b>548.23</b>	<b>40.60</b>	<b>755.36</b>	<b>72.00</b>	<b>537.78</b>	<b>7.76</b>

**State-wise details of Average days of employment provided per households under Mahatma Gandhi NREGS**

Sl No	State/UTS	Average days of employment provided per household			
		2018-19	2019-20	2020-21	2021-22 (as on 31.08.2021)
1	ANDHRA PRADESH	58.32	49.59	54.35	46.82
2	ARUNACHAL PRADESH	42.93	48.64	56.74	23.06
3	ASSAM	30.59	32.31	36.35	21.04
4	BIHAR	42.19	42.03	44.65	30.30
5	CHHATTISGARH	56.75	55.69	60.15	32.29
6	GOA	13.64	20.00	26.10	16.38
7	GUJARAT	46.05	43.19	42.52	41.91
8	HARYANA	33.72	35.37	39.31	24.89
9	HIMACHAL PRADESH	51.52	48.41	52.81	29.40
10	JAMMU AND KASHMIR	56.55	49.52	54.33	30.39
11	JHARKHAND	42.17	46.36	46.35	30.79
12	KARNATAKA	49.56	49.99	49.15	33.79
13	KERALA	65.97	55.75	63.25	17.15
14	LADAKH	0.00	61.20	65.73	21.07
15	MADHYA PRADESH	51.79	53.30	61.84	40.84
16	MAHARASHTRA	47.18	40.96	40.34	24.80
17	MANIPUR	22.88	43.23	60.45	10.65
18	MEGHALAYA	71.97	73.22	71.53	25.05
19	MIZORAM	92.45	94.64	92.92	48.01
20	NAGALAND	34.40	35.47	45.91	17.65
21	ODISHA	38.64	47.90	55.51	40.87
22	PUNJAB	30.30	31.23	39.52	20.90
23	RAJASTHAN	56.97	58.95	61.06	32.93
24	SIKKIM	54.29	50.98	57.62	28.71
25	TAMIL NADU	46.08	43.99	50.22	23.84
26	TELANGANA	46.65	43.21	50.78	42.39
27	TRIPURA	46.07	60.78	74.66	30.75
28	UTTAR PRADESH	42.05	46.00	41.82	23.72
29	UTTARAKHAND	45.36	40.90	46.43	24.25
30	WEST BENGAL	77.03	49.89	51.98	28.54
31	ANDAMAN AND NICOBAR	31.79	38.03	33.88	18.75
32	LAKSHADWEEP	34.00	43.00	23.00	0.00
33	PUDUCHERRY	20.02	19.32	22.07	11.75
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.00	0.00	0.00	0.00
	<b>Total</b>	<b>50.88</b>	<b>48.40</b>	<b>51.52</b>	<b>31.68</b>

**Work Completion Rate****States/UTs-wise details of work completion Rate under Mahatma Gandhi NREGs**

Sl. No.	State/UTs	Work Completion Rate (in percentage)				
		2018-2019 and Earlier	2019-20	2020-21	2021-22 (as on 31.08.2021)	Since Inception
1	ANDAMAN AND NICOBAR	91.89	55.56	28.04	8.4	76.57
2	ANDHRA PRADESH	98.82	65.84	45.26	5.69	91.27
3	ARUNACHAL PRADESH	96.14	68.51	18.45	3.86	74.59
4	ASSAM	98.67	68.38	15.66	0.75	67.5
5	BIHAR	82.72	65.99	31.08	3.9	66.65
6	CHHATTISGARH	99.93	86.07	46.96	21.36	92.44
7	GOA	89.83	76.06	37.92	3.16	84.15
8	GUJARAT	99.45	81.91	45.01	8.27	87.27
9	HARYANA	99.5	92.37	66.36	7.57	88.82
10	HIMACHAL PRADESH	99.71	71.37	38.36	5	85.58
11	JAMMU AND KASHMIR	99.46	89	69.8	3.12	88.56
12	JHARKHAND	96.58	74.01	31.5	5.87	71.74
13	KARNATAKA	99.53	88.39	44.58	3.37	80.88
14	KERALA	99.64	98.96	72.26	3.26	92.77
15	LADAKH	98.69	65.03	0.74	0	84.69
16	LAKSHADWEEP	34.63	0	0	0	33.46
17	MADHYA PRADESH	97.68	79.83	39.28	3.73	81.53
18	MAHARASHTRA	91.58	51.86	18.23	2.29	73.76
19	MANIPUR	99.3	96.46	34.37	0.14	84.61
20	MEGHALAYA	95.89	63.9	21.38	0.71	76.22
21	MIZORAM	99.95	99.16	99.31	57.42	95.95
22	NAGALAND	98.38	76.09	14.92	0	91.92
23	ODISHA	97.37	79.12	20.33	2.89	77.13
24	PUDUCHERRY	99.83	96.79	87.27	1.84	91.63
25	PUNJAB	97.77	54.07	14.48	1.53	60.98
26	RAJASTHAN	98.34	74.48	30.79	1.57	83.82
27	SIKKIM	97.31	71.85	33.71	2.3	79.66
28	TAMIL NADU	99.37	85.53	53.58	9.19	89.24
29	TELANGANA	100	91.22	33.8	7.13	88.97
30	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	33.33	0	0	0	33.33
31	TRIPURA	99.96	98.82	93.38	9.79	96.5
32	UTTAR PRADESH	99.22	84.94	19.56	0.53	78.57
33	UTTARAKHAND	99.99	96.54	31.3	1.33	86.49
34	WEST BENGAL	99.09	88.66	36.06	2.81	81.97
	<b>Total</b>	<b>97.91</b>	<b>79.05</b>	<b>34.09</b>	<b>3.99</b>	<b>82.44</b>

## V. Monitoring Mechanism of the Scheme

During the course of briefing, the Secretary, DoRD on the aspect of participation of concerned officials during the selection of works under MGNREGA, stated as under:-

“इस योजना के अंतर्गत जितनी पारदर्शिता और दस्तावेज रखने की अपेक्षा होती है, उसके कारण बहुत सारे विभाग भागते हैं। आप खुद क्षेत्रीय स्तर से आते हैं, अतः आप खुद इस बात से सहमत होंगे। मैंने झारखंड में काफी साल काम किया है और मैंने देखा है कि वन विभाग तो इस काम से बिल्कुल दूर भागता है। ऐसे कई सारे विभाग हैं, जो भागते हैं। उनको लगता है कि अगर इसमें हम करेंगे तो हमें मसटर रोल भी बनाकर रखना पड़ेगा, भरना पड़ेगा। वे इतनी ज़हमत नहीं उठाना चाहते। मैं राज्यों से अवश्य ही पुनः अनुरोध करूंगा कि इसमें ज्यादा से ज्यादा विभागों की भागीदारी हो।”

On the issue of monitoring of scheme, during the course of evidence, the Secretary, DoRD stated as under:-

“सर, योजना के प्रबंधन को और सुदृढ़ करने के लिए जैसा कि समिति, सरकार और विभिन्न संस्थानों का निदेश प्राप्त होता है, उनके हिसाब से हमने जो हाल में काम किए हैं, पिछले पाँच-छः सालों में, हम उनका आपके समक्ष जिक्र करना चाहते हैं। जितनी भी परिसम्पत्तियाँ निर्माण हुई हैं, उन सभी का जिओ टैग करने की कार्रवाई की जा रही है। यह 1 सितम्बर, 2016 से लागू हुई है। हमने 1 नवम्बर, 2017 तक जितनी भी परिसम्पत्तियाँ सृजित हुई थीं, उनमें से टोटल 3 करोड़ 91 लाख में से 3 करोड़ 89 लाख एसेट्स जिओ टैग हुए हैं। मैं आपको यह भी बताना चाहूंगा कि 1 नवम्बर, 2017 के बाद से योजनाओं की पूर्णता के बाद जिओ टैगिंग न करके, तीन चरणों पर जिओ टैगिंग की जाती है। पहला, योजना के प्रारम्भ होने के समया दूसरा, योजना के मध्य में और तीसरा, योजना के पूर्ण हो जाने पर। अब जिओ टैग की संख्या भी बढ़ा दी गई है। इसी प्रकार से, जो कृषि और अनुषंगी कार्य हैं, उन पर भी खर्च का अनुपात न्यूनतम 60 प्रतिशत निर्धारित कर दिया गया है।”

5.2 In response to the query raised by the Committee regarding the monitoring of proper utilization of the central funds disbursed under the scheme, the Department of Rural Development in their written reply have submitted as below:-

“Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS) is a demand driven wage employment programme which provide for the enhancement of livelihood security of the households in rural areas of the country by providing 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.

The responsibility of implementation of Mahatma Gandhi NREGA is vested with the Government of States/UTs. The Ministry has a comprehensive system of monitoring and review mechanism for Mahatma Gandhi NREGS. Some of the important elements of the above framework are listed below:

- (i) The Ministry regularly reviews the performance of the implementation of Mahatma Gandhi NREGS in States/UTs through various fora viz., Mid-Term Review, Labour Budget meetings, Labour Budget Revision meetings, Programme Review meetings. Central Employment Guarantee Council

- and State Employment Guarantee Councils periodically monitor implementation of the programme.
- (ii) National Level Monitors, Common Review Missions and Officers of the Ministry visit States/UTs at regular interval to review implementation of the programme. After the field visits, the findings/shortcomings and recommendations are shared with the States/UTs for appropriate action at their end.
  - (iii) Auditing Standards for Social Audit have been issued and States/UTs have been advised to establish independent Social Audit Units, conduct Social Audit as per Audit of Scheme Rules, 2011 and training of village resource persons for conducting Social Audit etc. Internal Audit Teams of the Department also conduct regular audit.
  - (iv) All grievances/ complaints received in the Ministry are forwarded to the concerned States/UTs for taking appropriate action including investigation, as per law.
  - (v) Steps have been taken to strengthen transparency and accountability which include geo-tagging of assets, Direct Benefit Transfer (DBT), National electronic Fund Management System (NeFMS), Aadhar Based Payment System (ABPS), Software for Estimate Calculation using rural rates for Employment (SECURE) and appointment of Ombudsperson in every district of States/UTs.

These implementation, monitoring and accountability measures ensure that aspirations of individuals are met within schematic framework.”

5.3 On being asked about the policies formulated for ensuring strengthening of MGNREGA taking into account the loopholes witnessed during the years, the Department of Rural Development have provided the detail of the evolving monitoring system as produced below:-

“The Ministry regularly monitors the implementation of the programme through, Video Conference meeting, Mid-Term Review, National Level Monitoring (NLM), Common Review Mission (CRM), etc. under Mahatma Gandhi NREGS. Initiatives such as Geo-MGNREGA, SECURE, DBT, has helped in maintaining transparency and accountability in the implementation of the Scheme. Good Governance initiatives a framework has helped in better monitoring of the programme at grass root level. National Mobile Monitoring Software (NMMS) App and Area Officer Monitoring App was launched by the Ministry. These apps are a big step towards bringing the transparency and proper monitoring of the schemes. NMMS App permits taking real time attendance of workers at Mahatma Gandhi NREGA worksites along with geo-tagged photograph. The app helps in increasing citizen oversight of the programme. Area Officer Monitoring App was launched in a bid to facilitate the authorities to record their findings online. It will also help in recording time stamped and geo-coordinate tagged photograph for all the schemes of Department of Rural Development. It facilitates analysis of findings which in turn help in implementation of programme in a better manner. GIS based Gram Panchayat plan has been implemented for better planning under the

programme and currently more than 1.50lakh Gram Panchayat has formulated GIS plan under Mahatma Gandhi NREGS. Now, a online GIS based planning portal “Yuktdhara” has been developed in coordination with ISRO, Department of Space and launched by the Ministry.”

5.4 On the aspect of monitoring of works done from other agencies under MGNREGA, the Department of Rural Development in their written reply have submitted as below:-

“At the State level, monitoring is done by the committee headed by Chief Secretary and at the District level monitoring is done by the DPC. At the central level regular review are being taken up along with field visit for monitoring the works.”

5.5 Responding to the query of the Committee regarding the usage of technologies/software for increased monitoring of ongoing works under MGNREGA, the Department have submitted that:-

“For the purpose of monitoring of assets created under Mahatma Gandhi NREGS, the Ministry has started implementation of GeoMGNREGA for geotagging of assets created under of Mahatma Gandhi NREGS in partnership with National Remote Sensing Centre (NRSC) of Indian Space Research Organisation (ISRO). It follows a systematic creation of database on assets using technological interventions like mobile based photo geo-tagging and a GIS based information system for online recording and monitoring. The BHUVAN geoportal of NRSC has been customized for this purpose. The database is accessible to the Ministry and States for monitoring and database creation, respectively. So far more than 4.72 Crore assets created under Mahatma Gandhi NREGS have been geotagged. GeoMGNREGA has been operationalized in two phases as under:

GeoMGNREGA Phase-I was rolled out on 1st September 2016, applicable to all works under Mahatma Gandhi NREGS, which were completed since inception and started before 1st November 2017. GeoMGNREGA Phase-II was rolled out on 1st November 2017, which is applicable for works started since 1st November, 2017. The overall process flow for geotagging of asset, uploading of two photographs of each asset, and display of relevant data on BhuvanGeoMGNREGA portal along with assigned responsibilities remains the same, for GeoMGNREGA Phase-I and Phase-II. However, under GeoMGNREGA Phase-II geotagging is carried out in three stages viz: (i) Before initiation of work (ii) during the work and (iii) after completion of work. New Initiatives for the implementation of the programme:

- i. Area Officer Monitoring App was launched by the Hon’ble Minister of Rural Development on May, 21 2021, in a bid to facilitate the authorities to record their findings online. It will also help in recording time stamped and geo-coordinate tagged photograph for all the schemes of Department of Rural Development. It facilitates analysis of findings which in turn help in implementation of programme in a better manner.
- ii. National Mobile Monitoring Software (NMMS) App was launched by the Hon’ble Minister of Rural Development on May, 21 2021. NMMS App permits taking real time attendance of workers at Mahatma Gandhi NREGA worksites along with geo-tagged photograph. This app is a big step towards bringing the transparency and proper monitoring of the schemes and will help in increasing citizen oversight of the programme.
- iii. Yuktdhara Portal: GIS based planning through online portal Yuktdhara as Developed by National Remote Sensing Center, ISRO, Department of Space.
- iv. Climate Resilience Information System and Planning (CRISP-M) tool for Mahatma Gandhi NREG Scheme was launched by the Hon’ble Minister of

Rural Development on October, 13 2021. CRISP-M tool will help embed climate information in the GIS based planning and implementation of Mahatma Gandhi NREGS.”

5.6 When asked by the Committee about the number of States/Districts having so far constituted Quality Monitoring Team with 10-25 technical personnel so far for the Quality assessment of the assets created under MGNREGA, the DoRD have submitted as below:-

“As per information collected from States/UTs. The Status of Quality Monitoring (QM) Team in the States is as follows:

S. No.	State / UT	State Level Team - Quality Managers (QM)	District Level Team - Quality Managers (QM)
1	Andhra Pradesh	1 CQCO + 1 RQCO + 12 EE and Teams of line Departments executing material intensive works	202 QCE (86 DyEE+116 AEEs)
2	Bihar	16 (40 positions empanelled)	Senior Deputy Collector + EE/AE +2 EE from line Departments
3	Jammu & Kashmir	2 SE (for 2 Divisions i.e Jammu & Kashmir)	1 EE+AE/AEE+JE/TA
4	Kerala	-	39 QM in 9 Districts
5	Meghalaya	1 OSD+2 AE+ 1 JE	
6	Madhya Pradesh	110 State QMs	Deputy Director / EE+ APC+JE/SOs of RD Blocks
7	Mizoram	1 EE+ 1 AEE + 1 Technical Assistant (TA) +1 Programme Assistant (PA) + 1 Computer Assistant + 4 IV Grades	1 AE+ Works Manager/JE+ TA
8	Nagaland	-	1 DPA/EE+ 1 APO/BAPO/AE+AllJes/Sos of RD Blocks
9	Tamil Nadu	22 QM empanelled	1 EE + 1 AEE of each District
10	Telangana	Chief Quality Control Officer+ 3 RQC (1 per 10-11 districts)	1 SQCO/EE+1 JQCO/AE/AEE in each District
11	Tripura	RD Engineering Wing looking after quality of works with 301 officials, 4 Ses	1 JE+1 TA in Each Block
12	Himachal Pradesh	1 Advisor Quality Control Wing	5 Technical Officers
13	Haryana	All DC + 7 ADC+SE +EE	-

Other States / UTs are in the process of appointing State Quality Monitors and District Quality Monitors. As intimated by some of the States, there is some delay in the process due to Covid – 19situation and necessary actions are being taken to expedite the matter.”

5.7 The DoRD replying to the query of the Committee regarding the time-frame by when they will ensure 100% Aadhar Based Payment System across the entire country, have submitted as under:-

“Hon’ble Supreme Court in its final judgement on Writ Petition 494/2012 dated 26<sup>th</sup> September, 2018 has opined, inter-alia, that subsidies, benefits or services to be given by the Central Government or State Government, as the case may be, is concerned, these Governments can mandate that receipt of these



subsidies, benefits and services would be given only on furnishing proof of possession of Aadhaar. An added requirement is that such individual would undergo authentication at the time of receiving such benefits etc. Pursuant to this, it has been made mandatory for Aadhaar authentication for the beneficiaries of Mahatma Gandhi NREGA. However, for Aadhaar Based Payment, there is a need for Aadhaar seeding and its mapping by National Payment Corporation of India (NPCI) mapper by the banks. The consent of beneficiary is required for linking Aadhaar number with his/her bank account. Some States/UTs viz. Assam, Meghalaya, Jammu & Kashmir etc. are yet to be fully covered under Aadhaar. The Ministry is encouraging & facilitating all State/UTs for Aadhaar based payment. However, it is not possible to give a timeline for 100% ABP System across the entire country at this juncture.”

## **VI. Pertinent Issues under the Scheme**

### **1) Fund Allocation**

1.2 Responding to the query of the Committee regarding explanation for “agreed to Labour Budget”, the DoRD have furnished the following explanation:-

“As per Section 13 to 16 of the Mahatma Gandhi NREG Act, the District Programme Coordinator prepares a labour budget for the next financial year on the basis of an anticipated demand for unskilled manual work in the district. This labour budget outlines the quantum and schedule of works to be provided to those who demand work. On the basis of the district wise labour budget, a cumulative labour budget for the States/UTs is prepared. The States/ UTs present the realistic labour budget along with execution plans and strategies to the Empowered Committee in the Ministry. During the meeting, a labour budget is agreed upon. This labour budget is not final and binding. The State/ UT on the basis of the demand can request for a change anytime during the financial year. The agreed upon LB merely helps in a holistic management of the implementation of the programme and facilitates for a more pragmatic planning.”

### **2) Wages under MGNREGA**

During the course of evidence, when asked about the fixation of wages under MGNREGA, the Secretary, DoRD stated as mentioned below:-

“सर, मैं बताता हूँ। पहले जो रेट था, वर्ष 2006 में जब योजना लागू हुई तो राज्यों में उस समय जो मिनिमम वेज लागू था, उसी को लागू किया गया था। बाद में, वर्ष 2010 में यह निर्णय लिया गया कि सबको बढ़ाकर 100 रुपये कर देंगे। अगर, किसी का ज्यादा है तो ज्यादा रहेगा। मिनिमम 100 रुपये कर देंगे। उसके बाद, उसको सी.पी.आई. एग्रीकल्चरल लेबर के साथ इंडेक्स कर दिया गया है, ताकि वहां पर जो भी एग्रीकल्चरल लेबर की दर से रेट का रिवीजन हो रहा है, उसी दर पर रेट का रिवीजन हो।

इसमें एक माननीय सदस्य ने पूछा है कि हम लोग रूरल एरियाज में जो वर्क हो रहा है, उसके हिसाब से क्यों नहीं कर रहे हैं? क्योंकि वहां पर एग्रीकल्चरल वर्क के अलावा नॉन एग्रीकल्चरल वर्क भी होता है। वास्तव में, इस बारे में हमारी मिनिस्ट्री ने अनुशंसा की है कि इसको सीपीआई रूरल के हिसाब से इंडेक्स किया जाए। लेकिन, फाइनेंस मिनिस्ट्री, मिनिस्ट्री ऑफ

स्टेटिस्टिक्स और प्रोग्राम इम्प्लीमेंटेशन से इसकी कंसलटेशन अभी पूरी नहीं हुई है। इसके कारण हम इसको लागू नहीं कर रहे हैं।”

2.2 The Department of Rural Development have furnished the following data pertaining to the current notified wage rate under MGNREGA in different States/UTs:-

“The wage rates have been notified vide notification dated 15.03.2021 under Mahatma Gandhi NREGA in different States/UTs during financial year 2021-22 is at attached as below:-

**State wise wage rates as per Gazette Notification for financial year 2021-22**

No.	Name of the States/UTs	2021-22
1	ANDHRA PRADESH	245
2	ARUNACHAL PRADESH	212
3	ASSAM	224
4	BIHAR	198
5	CHHATTISGARH	193
6	GOA	294
7	GUJARAT	229
8	HARYANA	315
9	HIMACHAL PRADESH - NON SCHEDULED AREA	203
9a	HIMACHAL PRADESH - SCHEDULED AREA	254
10	JAMMU & KASHMIR	214
11	LADAKH	214
12	JHARKHAND	198
13	KARNATAKA	289
14	KERALA	291
15	MADHYA PRADESH	193
16	MAHARASHTRA	248
17	MANIPUR	251
18	MEGHALAYA	226
19	MIZORAM	233
20	NAGALAND	212
21	ODISHA	215
22	PUNJAB	269
23	RAJASTHAN	221
24	SIKKIM	212
24a	SIKKIM (3 Gram Panchayat namely Gnathang, Lachung, Lachen)	318
25	TAMIL NADU	273
26	TELANGANA	245
27	TRIPURA	212
28	UTTAR PRADESH	204
29	UTTARAKHAND	204
30	WEST BENGAL	213
31	ANDAMAN	279
31a	NICOBAR	294
32	Dadra and Nagar Haveli and Daman and Diu	269

33	LAKSHADWEEP	266
34	PUDUCHERRY	273

2.3 On being asked about the details of the criteria taken into account for revision of wage rates, the Department of Rural Development in their written reply have submitted as below:-

“As per Section 6(1) of Mahatma Gandhi NREG Act, 2005 by notification specify the wage rate for its beneficiaries. Accordingly, the Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable from 1<sup>st</sup> April of each financial year. However each State/UT can provide wage over and above the wage rate notified by the Central Government.”

2.4 The Department of Rural Development have also provided the details regarding the status of wage liabilities and pendency of wages under MGNREGA as under:-

“Status of wage liabilities and pendency of wage under Mahatma Gandhi NREGA (as on 05.11.2021) is as below:-

**Status of wage liabilities and pendency of wage under Mahatma Gandhi NREGA  
(as on 05.11.2021)**

Sl No.	States/UTs	(Rs. in lakh)		
		SC	ST	Others
1	2	3	4	5
1	Andhra Pradesh	13009.42	7307.76	14152.80
2	Arunachal Pradesh	0.18	4384.07	1278.97
3	Assam	0.00	0.00	0.00
4	Bihar	0.00	0.00	22729.67
5	Chhattisgarh	0.00	0.00	0.00
6	Goa	0.00	0.00	0.00
7	Gujarat	0.00	681.19	4685.98
8	Haryana	701.28	0.00	0.00
9	Himachal Pradesh	2725.83	157.50	8886.44
10	Jammu and Kashmir	0.00	0.00	6543.48
11	Jharkhand	0.00	0.00	9320.14
12	Karnataka	1405.03	1067.78	26769.19
13	Kerala	6205.81	2139.73	10145.61
14	Madhya Pradesh	0.00	0.00	11226.80
15	Maharashtra	0.00	0.00	7956.01
16	Manipur	0.00	0.00	0.00
17	Meghalaya	22.64	0.00	1226.00
18	Mizoram	0.82	4775.55	58.78
19	Nagaland	0.00	0.00	2219.48
20	Odisha	0.00	0.00	0.00
21	Punjab	6791.20	10.13	0.00
22	Rajasthan	311.22	3956.21	0.00

23	Sikkim	10.45	146.82	254.66
24	Tamil Nadu	0.00	0.00	0.00
25	Telangana	0.00	0.00	3650.24
26	Tripura	0.00	0.00	0.00
27	Uttar Pradesh	0.00	0.00	0.00
28	Uttarakhand	0.00	0.00	0.00
29	West Bengal	2734.42	8427.86	78221.62
30	Andaman & Nicobar	0.00	0.00	0.00
31	Lakshadweep	0.00	0.00	0.00
32	Puducherry	0.00	0.00	26.15
33	Ladakh	0.00	0.00	53.30
34	Dadra & Nagar Haveli & Daman & Diu	0.00	0.00	0.00
<b>Total</b>		<b>33918.30</b>	<b>33054.60</b>	<b>209405.32</b>

”

### 3) Delay in payment of wages

3.2 Responding to the query of the Committee on the aspect of the steps undertaken to mitigate delay in the payment of wages by the Department of Rural Development, the Department in their written reply has submitted as below:-

“The Ministry has made concerted efforts to reduce delays in payment of wages. A Standard Operating Procedure (SoP) on timely payment process for direct payment into the account of beneficiaries was issued and its implementation by the States/ UTs is being monitored on a regular basis.

In addition, use of platforms such as PFMS/NeFMS has enabled real-time monitoring of the payments. Use of the aforesaid mechanisms have resulted in considerable improvement in the status of timely generation of pay orders leading to improvement in actual time taken to credit wages in the worker’s account. As per the information available with this Ministry, improvement has been observed from 92.38% (FY 2020-21) timely generation of FTOs to 97.01% (FY 2021-22) as on 11.11.2021.

Further, in order to monitor the timely payment of wages, this Ministry reviews the progress of States, via Labour Budget meeting, Mid-term Review Meeting and other interaction with the States/UTs.”

3.3 Failed transfer of payment is one of the major reasons that came up before the Committee as the reason behind delay in the payment of wages. On this aspect, the Department of Rural Development have stated as under:-

“As per information available with this Ministry under Mahatma Gandhi NREGA following are the major reasons of failed transfers of payments in the account of Mahatma Gandhi NREGA workers:

No	Reason of rejection	Action taken
1.	Inactive Aadhaar	Conversion of Inactive aadhaar based payment to Account based payment
2.	No Such account	Pre-validation of worker account with PFMS to avoid

		rejection
3.	Account closed	Pre-validation of worker account with PFMS to avoid rejection
4.	A/c Blocked or Frozen	Pre-validation of worker account with PFMS to avoid rejection

During the course of briefing, elaborating further on the aspect of Aadhar linkage, the Secretary, DoRD stated as below:-

“हम लोग इसका मूल्यांकन अवश्य करके बताएंगे। मैं दो बातें कहना चाहता हूँ। कई बार आधार से संबंधित खाते हैं, वे हमें अवगत नहीं कराते हैं। चूंकि आधार लिंक नहीं होता है, इस कारण से उनके खाते बदलते हैं, लेकिन हमें जानकारी नहीं रहती है। कई बार खातों का वैरीफिकेशन भी नहीं होता है। इस पर हमने विशेष रूप से अभियान चलाकर उनको कराया है। एक यह भी होता है कि कई बार जब खातों से राशि भेजी जाती है और वह पैसा वापस लौट आता है, क्योंकि उस खाते में तकनीकी कारण या किसी कारण से पैसा नहीं जा सका तो राज्यों को एफटीओ (फंड ट्रांसफर ऑर्डर) को रीजनरेट करने की जरूरत होती है। कई बार राज्यों के स्तर पर इस मामले में शिथिलता बरती जाती है। हम लोग उसको लगातार टेक अप करते हैं। इन्फैक्ट मेरी जब भी राज्यों से चर्चा होती है तो मैं इस बात को इम्फेसाइज करता हूँ और मैं आपको आश्चस्त करता हूँ कि अगले दो-तीन महीनों में हम राज्यों पर दबाव डालकर और अगर जरूरत पड़े तो कुछ धमकी भी देकर इस बात को रीजनरेट कराएंगे।”

On the issue of delay in muster updation as one of the reason for delay in the payment of wages, during the course of briefing, the Secretary, DoRD stated as below:-

“सर, मेरा इतना ही निवेदन है कि जो मस्टर रोल है, उसमें दिन निर्धारित कर दिया जाता है कि फलां तारीख को मस्टर रोलबंद होगा। आपका कहना सही है कि प्रखंड स्तर पर कार्यक्रम पदाधिकारी के कार्यालय में जो क्लर्क है वही भरता है और वह भी भरने में देरी कर सकता है जिसके कारण मजदूरों को भुगतान होने में विलंब होता है। इस कारण से राज्यों को यह निर्देश है कि किस स्तर पर कितना समय लगेगा, उसकी सीमा निर्धारित करें और उसको ऑब्जर्व करें।”

Further, failed transfer of payments in the account of Mahatma Gandhi NREGA workers is only 1.15% for the month of August 2021 as compared to 1.68% in April 2021, NeFMS State/UTs wise details of failed transactions for month of August 2021 is given below:-

**State/UTs details of failed Transaction in Ne-FMS under Mahatma Gandhi NREGA (As on 02.09.2021)**

No.	State	Total Responses	Rejected Transactions	% Rejected
1	ARUNACHAL PRADESH	110203	854	0.77
2	ASSAM	206573	4587	2.22

3	BIHAR	421137	9712	2.31
4	CHHATTISGARH	2370816	66021	2.78
5	GUJARAT	1570772	25185	1.6
6	HARYANA	8293	128	1.54
7	HIMACHAL PRADESH	304152	2719	0.87
8	JAMMU AND KASHMIR	352312	2209	0.63
9	JHARKHAND	2771383	28355	1.02
10	KARNATAKA	202436	2805	1.39
11	KERALA	1980193	3041	0.15
12	LADAKH	10198	10	0.1
13	MADHYA PRADESH	1249022	18723	1.5
14	MAHARASHTRA	545653	7814	1.43
15	MEGHALAYA	313590	528	0.17
16	MIZORAM	201926	884	0.44
17	NAGALAND	2	0	0
18	ODISHA	4786563	66340	1.39
19	PUDUCHERRY	40820	41	0.1
20	PUNJAB	4064	46	1.13
21	RAJASTHAN	5845744	43178	0.74
22	SIKKIM	37041	176	0.48
23	TAMIL NADU	6291890	27013	0.43
24	TRIPURA	509491	7128	1.4
25	UTTAR PRADESH	3342040	70623	2.11
26	UTTARAKHAND	167400	1990	1.19
27	WEST BENGAL	1012139	8986	0.89
	Total	34655853	399096	1.15%

#### 4) Disparity in wages

4.2 The view of Department of Rural Development in respect of disparity in wages under MGNREGA in different States/UTs was sought by the Committee. Department of Rural Development have made the following submission in this connection:-

“As per Section 6(1) of Mahatma Gandhi NREG Act, 2005 by notification specify the wage rate for its beneficiaries. Accordingly, the Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable from 1st April of each financial year. However each State/UT can provide wage over and above the wage rate notified by the Central Government.”

As per section 6(1) of Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), the Central Government may, by notification, specify the wage rate for its beneficiaries. Accordingly, the Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi

NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL). The wage rate is made applicable from 1st April of each Financial Year. However, each State/UT can provide wage over and above the wage-rate notified by the Central Government. Mahatma Gandhi NREGA wage are paid based on measurement of work done i.e. piece rate basis. Every State has its defined Schedule of Rates on the basis of which the work output is defined and used to calculate the wages for Mahatma Gandhi NREGA beneficiaries. The actual wage payable is calculated based on the output of the worker. Wage rate under Mahatma Gandhi NREGA and State minimum wage rate are no comparable.

The details of minimum wage currently applicable within the States is being collected and will be furnished as soon as available.”

## 5) Increase in Wages

5.2 Regarding the revision of wage rates under MGNREGA, the Committee was desirous of knowing the current status and views of Department of Rural Development.

The Department have responded in their written reply as furnished below:-

“Ministry had constituted a Committee for wage revisions under Mahatma Gandhi NREGA vide Office order no. J-11011/1/2009-RE-III dated 03.3.2017. **Dr. Nagesh Singh Committee** has recommended using Consumer Price Index- Rural (CPI-R) in place of Consumer Price Index-Agricultural Labour (CPI-AL) for indexation of wages under Mahatma Gandhi NREGA. Ministry has accepted the recommendations of said committee and sent a proposal to Department of Expenditure (DoE), Ministry of Finance vide Secretary’s letter dated 15.9.2017 for approval. Ministry of Finance (DoE) vide O.M.F.No.09 (04)/PF-II/2010(Pt.) dated 25.2.2019 has supported the proposal of change of index from CPI (AL) to CRI(R).

As per the approval of Finance Ministry dated 25.2.2019, Ministry has initiated the process of revision of wage rates under Mahatma Gandhi NREGA by indexing CPI (R) in place of CPI (AL) during July, 2019. Ministry has written a letter dated 29.8.2019, and reminders dated 06.7.2021 and 14.10.2021 to (i) Ministry of Statistics and Program Implementation, Sardar Patel Bhawan, New Delhi requesting to provide the information whether the base year revision of Consumer Price Index(Rural) is under consideration. Another letter dated 29.8.2019 and reminders dated 06.7.2021 and 14.10.2021 has also sent to the Director General, Labour Bureau, Himachal Pradesh requesting to confirm the status on revision of base year Consumer Price Index (Agricultural Labour).

Subsequently, a deliberation was held on 25.10.2021 with the Ministry of Statistics & Programme Implementation and Ministry of Labour and Employment, Government of India. Accordingly, **with the approval of Hon’ble Minister of Rural Development, the Ministry of Rural Development has decided to continue with existing index CPI-AL for wage rate revision under Mahatma Gandhi NREGA.**”

5.3 On being enquired whether there was any proposal to increase the wage rates under MGNREGA in wake of Covid Pandemic and for the skilled labourers, the Department have replies as below:-

“The Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs as per Section 6(1) of Mahatma Gandhi NREG Act, 2005.

Skilled wage rate is decided by States Governments.”

## **6. Increase in number of days under MGNREGA**

When queried about the proposal for increasing the number of days under MGNREGA, during the course of evidence, the Secretary, DoRD stated as below:-

“There is a provision under the Mahatma Gandhi National Rural Employment Guarantee Act and the guidelines issued thereunder that for the areas which have been affected by natural calamities, 50 days of additional work could be provided. We have been implementing it throughout the country for quite a few number of years. I should mention to you that this declaration is done by the Ministry of Agriculture because they are the competent authority in this regard. So, as soon as we receive this notification, this is implemented. So, only in the areas which had been affected by natural calamities, as per the recommendations of the Ministry of Agriculture, this was provided. So, there is no discrimination against Tamil Nadu as such. This is done as per the general standing practice of the Mahatma Gandhi National Rural Employment Guarantee Act as is applicable throughout the country.

You also mentioned that job cards should be given in the small Panchayats. I want to assure that there is no issue with regard to the job cards. There is no rationing involved in the provision of job cards. So, as many households as are there, they could be provided job cards. There is no issue. They could work within the distance of five kilometres.”

6.2 The Department of Rural Development have replied to the query of the Committee in connection with the provision of additional working days under MGRNEGA as produced below:-

“The Mahatma Gandhi NREGA envisages for providing 100 days of guaranteed wage employment in a financial year to each household in rural areas whose adult members volunteer to do unskilled manual work. In addition to this, there is a provision for additional 50 days of unskilled wage employment in a financial year in drought/flood/natural calamity notified rural areas. As per Section 3(4) of the Mahatma Gandhi NREG Act, 2005, the State Governments may make provisions for providing additional days beyond the period guaranteed under the Act from their own funds. No States has been provided additional working days funds under Mahatma Gandhi NREGA by the Centre in the current FY.”



6.3 Regarding the query of the Committee pertaining to the issue of proposal to increase the number of days guaranteed work under MGNREGA, the Department of Rural Development in their written replies have stated as below:-

“Mahatma Gandhi NREG Act, 2005 is to provide at least 100 days of wage employment in a financial year to every rural household whose adult member volunteers to do unskilled manual work. State can provide additional mandays of work over and above of 100 days from its own resources. An additional 50 days of wage employment is provided over and above 100 days in the notified drought affected areas or natural calamity areas in the country on recommendation of the Ministry of Agriculture and Farmers Welfare. At present, there is no plan to increase days of work under Mahatma Gandhi NREGA.”

## 7. Wage-Material Ratio

Regarding the provision of wage-material ratio, the Department have clarified as under:-

“As per Para 20 of the Schedule-I of the Mahatma Gandhi NREGA, lays down that, *“For all works taken up under the Scheme, by the Gram Panchayat and other Implementing Agencies, the cost of the material component including the wages of the skilled and semi-skilled workers shall not exceed forty percent at the district level.”* The wage material ratio of 60:40 at the district level has been purposefully mandated as per Para 20 of Schedule-1 of the Act to promote creation of productive assets and there is no plan to change wage material ratio under the Scheme.”

Further elaborating on the aspect, during the course of evidence the Secretary, DoRD stated as below:-

“महोदय, आपने 51:49 रेश्यो के बारे में कहा है और फिर कुछ ग्राम पंचायतों की बात कही है। यह रेश्यो हम गांव पर निर्धारित नहीं करते हैं, जिलों पर करते हैं। जिलों पर 40 से ज्यादा नहीं मानना चाहिए। हम राज्यों से अपील कर रहे हैं की 40 प्रतिशत मैटीरियल पर खर्च कीजिए ताकि काम का नेचर पक्का हो। यह दुख की बात है की यह रेश्यो काफी प्रयास के बाद भी ज्यादा नहीं बढ़ रहा है। वर्ष 2014-15 में 27.5 प्रतिशत, वर्ष 2015-16 में 25.6 प्रतिशत, वर्ष 2016-17 में 26.3 प्रतिशत, वर्ष 2017-18 में 29.5 प्रतिशत, वर्ष 2018-19 में 29.5 प्रतिशत, वर्ष 2019-20 में 24.9 प्रतिशत, वर्ष 2020-21 में 27.5 प्रतिशत था और 2021-22 में बढ़कर 33.7 प्रतिशत हो गया। हमारी मंशा है की ज्यादा से ज्यादा सामग्री का अनुपात हो।”

**State/UT-wise wage material ratio expenditure under MGNREGS**

## State/UT-wise Wage Material Ratio under the Mahatma Gandhi NREGS

Sl. No.	State/UTs	2018-19		2019-20		2020-21		2021-22 (as on 31.08.2021)	
		%age of expenditure on wage	%age of expenditure on material	%age of expenditure on wage	%age of expenditure on material	%age of expenditure on wage	%age of expenditure on material	%age of expenditure on wage	%age of expenditure on material
1	ANDHRA PRADESH	61.73	38.27	82.40	17.60	56.64	43.36	77.87	22.13
2	ARUNACHAL PRADESH	62.56	37.44	56.13	43.87	75.40	24.60	44.75	55.25
3	ASSAM	76.35	23.65	87.51	12.49	78.56	21.44	99.50	0.50
4	BIHAR	69.97	30.03	78.20	21.80	71.09	28.91	47.38	52.62
5	CHHATTISGARH	77.72	22.28	80.46	19.54	80.73	19.27	69.28	30.72
6	GOA	79.58	20.42	64.62	35.38	72.89	27.11	86.05	13.95
7	GUJARAT	67.20	32.80	70.04	29.96	74.52	25.48	62.84	37.16
8	HARYANA	63.26	36.74	70.75	29.25	69.56	30.44	62.61	37.39
9	HIMACHAL PRADESH	65.22	34.78	72.33	27.67	69.43	30.57	58.13	41.87
10	JAMMU AND KASHMIR	67.59	32.41	72.96	27.04	78.88	21.12	57.36	42.64
11	JHARKHAND	62.36	37.64	67.32	32.68	73.94	26.06	86.81	13.19
12	KARNATAKA	66.36	33.64	63.98	36.02	73.26	26.74	76.65	23.35
13	KERALA	91.49	8.51	85.74	14.26	80.20	19.80	43.15	56.85
14	LADAKH	54.81	45.19	81.31	18.69	89.98	10.02	37.54	62.46
15	MADHYA PRADESH	66.31	33.69	69.75	30.25	70.49	29.51	68.60	31.40
16	MAHARASHTRA	71.92	28.08	73.85	26.15	78.67	21.33	83.24	16.76
17	MANIPUR	63.10	36.90	57.50	42.50	59.15	40.85	72.14	27.86
18	MEGHALAYA	71.09	28.91	64.90	35.10	58.49	41.51	49.67	50.33
19	MIZORAM	94.36	5.64	83.12	16.88	86.24	13.76	92.46	7.54
20	NAGALAND	63.71	36.29	62.20	37.80	60.29	39.71	58.45	41.55
21	ODISHA	66.64	33.36	71.35	28.65	82.11	17.89	78.70	21.30
22	PUNJAB	73.16	26.84	78.39	21.61	78.90	21.10	68.05	31.95
23	RAJASTHAN	71.86	28.14	79.58	20.42	83.04	16.96	63.69	36.31
24	SIKKIM	70.09	29.91	68.08	31.92	74.83	25.17	71.38	28.62
25	TAMIL NADU	77.96	22.04	80.94	19.06	77.25	22.75	60.57	39.43
26	TELANGANA	60.09	39.91	79.98	20.02	59.41	40.59	67.14	32.86
27	TRIPURA	83.95	16.05	78.46	21.54	81.32	18.68	70.26	29.74
28	UTTAR PRADESH	68.12	31.88	78.17	21.83	63.78	36.22	74.71	25.29
29	UTTARAKHAND	65.65	34.35	69.91	30.09	74.41	25.59	60.39	39.61
30	WEST BENGAL	74.03	25.97	66.47	33.53	80.01	19.99	50.19	49.81
31	ANDAMAN AND NICOBAR	97.68	2.32	94.60	5.40	92.32	7.68	90.82	9.18
32	LAKSHADWEEP	94.73	5.27	95.33	4.67	98.60	1.40	0.00	0.00
33	PUDUCHERRY	89.68	10.32	96.94	3.06	94.24	5.76	97.64	2.36
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	<b>Total</b>	<b>70.47</b>	<b>29.53</b>	<b>75.11</b>	<b>24.89</b>	<b>72.53</b>	<b>27.47</b>	<b>66.09</b>	<b>33.91</b>

During the course of evidence, the Secretary, DoRD stated as under:-

“मैटीरियल कम्पोनेंट के काम में पेमेंट में देर होती है, क्यूंकी बजट का प्रोवीजन राज्यों के माध्यम से जाता है। हम वेज की पेमेंट सीधे मजदूरों के खाते में देते हैं और मैटीरियल का पैसा राज्यों के खाते में जाता है, अपना हिस्सा जोड़कर देते हैं। इस प्रॉसेस में काफी डिले होता है। मैं आपको उदाहरण देना चाहता हूँ, आंध्र प्रदेश में जो काम 2018-19 में लिए गए थे, उनकी पेमेंट पिछले साल नहीं हुई जबकि राशि उनके पास उपलब्ध थी। इस साल भी उन्होंने पेमेंट नहीं की और इसके बाद की सामग्री की पेमेंट कर दी और इसके बार हाई कोर्ट के केस में हमें उलझा दिया कि पेमेंट इसलिए नहीं कर रहे हैं क्यूंकी भारत सरकार ने पैसा उपलब्ध नहीं करवाया।

यह बात सही है की ओवरऑल सामग्री का पैसा जाने में टाइम लगता है। इसमें प्रॉसेस इन्वाल्ड है, लेकिन हर साल सामग्री का पैसा राज्यों को उपलब्ध करवा दिया जाता है, यह अनुपात कभी भी 40 तक नहीं पहुंचता है। हमने आपको करीब सात साल के आंकड़े बताए हैं।”

7.2 The Department have also submitted the details of the status of pendency of materials share State/UT-wise as under:-

“Status of pendency of material share component release under Mahatma Gandhi NREGA FY 2021-22 as on 05.11.21 is given as under:-

**Status of pendency of material share component release under Mahatma Gandhi NREGA FY 2021-22 as on 05.11.21**

(Rs. In Lakh)

S. No.	State/UT	State share dues (Pending for release)
1	Andhra Pradesh	0.00
2	Arunachal Pradesh	0.00
3	Assam	0
4	Bihar	5950.09
5	Chhattisgarh	0.00
6	Gujarat	0
7	Haryana	0
8	Himachal Pradesh	0.00
9	Jharkhand	0
10	Karnataka	0.00
11	Kerala	0
12	Madhya Pradesh	29450.77
13	Maharashtra	0
14	Manipur	26009.71
15	Meghalaya	0
16	Mizoram *	0
17	Nagaland	26375.00
18	Odisha	2968.51
19	Punjab	0
20	Rajasthan	23456.00
21	Sikkim	0
22	Tamil Nadu	51971.66
23	Telangana	55532.84

24	Tripura	0
25	Uttar Pradesh	21980.73
26	Uttarakhand	0
27	West Bengal	0
28	Andmand& Nicobar	0
29	Dadra & Nagar Haveli *	0
30	J&K	9524.245
31	Ladakh *	0
32	Puducherry	0
33	Goa *	0
34	Lakshadweep *	0

\* Information is being collected

## 8. Ambit of works under MGNREGA

8.2 The Department of Rural Development was asked to clarify the criteria for reviewing the ambit of works that can be done under MGNREGA. The Department have submitted as below:-

“Regular review meetings are being conducted through virtual mode as well as physical meetings with the States at the central level including regular field visits to the States. There are 262 permissible works under Mahatma Gandhi NREGA out of which 164 works are related to Agriculture & Agriculture allied activities.

As per the Para 2 , Schedule I of Mahatma Gandhi NREGA “the District Programme Coordinator shall ensure that at least 60% of the works to be taken up in a district in terms of cost shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees.”

8.3 Regarding the works that can be taken up under MGNREGA, the Department have replied as under:-

“As per para 20 of Schedule-I of Mahatma Gandhi NREGA, 2005 lays down that “For all works taken up under the Scheme, by the Gram Panchayat and other implementing agencies, the cost of the material component including the wages of the skilled and semi-skilled workers, shall not exceed forty percent at the district level”.

As per para 4 (1), Schedule I of the Act, focus of the Scheme is on the works categorized as below:

- a. Category A: Public Works Relating to Natural Resources Management
- b. Category B:Community Assets or Individual Assets for vulnerable sections (only for households in paragraph 5)
- c. Category C: Common Infrastructure Including for NRLM Compliant Self-Help Groups
- d. Category D: Rural Infrastructure”

## 9. Unemployment Allowance

9.2 In response to the question posed before the Department of Rural Development regarding the status of implementation of provision of unemployment allowance in States/UTs alongwith the details of payment made, the Department in their replies have furnished as under:-

“Section 7(1) of the Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), 2005 envisages that if an applicant for employment under Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date of which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance.

Section 7(2) of the Act envisages that subject to such terms and conditions of eligibility as may be prescribed by the State Government and subject the provision of the Act and the Schemes and the economic capacity of the State Government, the unemployment allowance payable shall be paid to the applicants of the household subject to the entitlement of the household at such rate as may be specified by the State Government, by notification, in consultation with the State Employment Guarantee Council. However, no such rate shall be less than one-fourth of the wage rate for the first thirty days during the financial year and nor less than one-half of the wage rate for the remaining period of the financial year.

It is the responsibility of each State Government to determine the rate of unemployment allowance and pay the same to the eligible applicants. Hence, the rate of unemployment allowance will vary from State to State.

Section 9 of the Act envisages that an applicant shall not be eligible to claim unemployment allowance if he does not accept the employment provided, does not report to work within fifteen days of being notified by the implementing authorities to report for work and remains absent for work for a week without obtaining permission of the concerned implement authorities. Hence, unemployment allowance will be paid to such households whose members demanded and not provided with the work by the implementing authorities within the prescribe limit of fifteen days. A States/UTs-wise detail of unemployment allowance under Mahatma Gandhi NREGS from the financial year 2017- 18 to current financial year 2021-22 (as on 15.11.2021) is given below:-

### **Unemployment Allowance paid under Mahatma Gandhi NREGS**

Sl. No.	State/UTs	Unemployment Allowance paid (in lakh)				
		2017-18	2018-19	2019-20	2020-21	2021-22 (as on 05.11.2021)
1	ANDHRA PRADESH	0	0	0	0	0
2	ARUNACHAL PRADESH	0	0	0	0	0
3	ASSAM	0	0	0	0	0
4	BIHAR	0.02	0	0	0	0
5	CHHATTISGARH		0	0	0	0
6	GOA		0	0	0	0
7	GUJARAT	0.16	0.11	0	0	0

8	HARYANA		0	0	0	0
9	HIMACHAL PRADESH	0.21	0.02	0.01	0	0
10	JAMMU AND KASHMIR	0	0	0	0	0
11	JHARKHAND	0.39	0.18	0	0	0
12	KARNATAKA	0.31	0	0	0	0
13	KERALA	0.09	0.02	0	0	0
14	LADAKH	0	0	0	0	0
15	MADHYA PRADESH	0.02	0.02	0	0	0
16	MAHARASHTRA	0.22	0.04	0.04	0.03	0
17	MANIPUR	0	0	0	0	0
18	MEGHALAYA	0	0	0	0	0
19	MIZORAM	0	0	0	0	0
20	NAGALAND	0	0	0	0	0
21	ODISHA	0	0	0.01	0	0
22	PUNJAB	0	0	0	0	0
23	RAJASTHAN	1.31	0.23	0.06	0	0
24	SIKKIM	0	0	0	0	0
25	TAMIL NADU	0.03	0	0	0	0
26	TELANGANA	0	0	0	0	0
27	TRIPURA	0	0	0	0	0
28	UTTAR PRADESH	0	0	0	0	0
29	UTTARAKHAND	0.06	0	0	0	0
30	WEST BENGAL	0	0.01	0	0	0
31	ANDAMAN & NICOBAR	0	0	0	0	0
32	LAKSHADWEEP	0	0	0	0	0
33	PUDUCHERRY	0	0	0	0	0
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0	0	0	0	0
	<b>Total</b>	<b>2.82</b>	<b>0.63</b>	<b>0.12</b>	<b>0.03</b>	<b>0</b>

“Unemployment allowance to household is the liability of the State Government. This Ministry is monitoring the progress through Labour Budget meeting, Mid-term review meeting and other interaction with the States/UTs.

As per the current financial year 2021-22 (as on 31.08.2021), 99.26% beneficiaries who have demanded for work has been offered the work. The gap of 0.74% between demand and offer of employment may qualified for unemployment allowances subject to fulfillment of the condition as per the Act. The states are approving the unemployment allowance due, accordingly. During the current FY so far no unemployment allowances has been accrued for payment.”

#### **10. Compensation for delay in wage payment**

During the course of evidence, the Secretary, DoRD on the issue of delay in muster updation as one of the causes for in delay in wage payment stated as under:-

“मैं सभापति जी को अवगत कराना चाहता हूँ कि उसे वहां जाने की आवश्यकता नहीं है। ग्राम पंचायत भवन में बैठकर ही मास्टर रोल भर सकते हैं, मास्टर रोल अर्थोराइज या अप्रुव करने

का काम जो कार्यक्रम पदाधिकारी हैं, वे ही करते हैं और इसके लिए डिजिटल सिग्नेचर लिए जाते हैं। जिन लोगों ने काम मांगा, उनका डीटेल भर सकते हैं, मास्टर रोल निर्गत होने के बाद उसे निकाल सकता है, कितने लोगों ने काम किया उसकी भी इंटी ब्लॉक लेवल से हो सकती है।

सर, हम यह भी मोनिटर कर रहे हैं कि कितने ग्राम पंचायतों में हो रहा है। लगभग 1.5 लाख ग्राम पंचायत में हो रहा है जबकि अगर भारत नेट का देखेंगे कि 1.25 लाख ग्राम पंचायतों में भारत नेट है। ग्राम पंचायतों में भारत नेट की व्यवस्था होने के बावजूद वहां पर इंटरनेट नहीं होने के कारण से वहां से नहीं भरा जा रहा है। यह सबसे अच्छी उपलब्धि होगी कि सारा काम ग्राम पंचायत से हो।”

10.2 In connection to the status and implementation of the provision of delay compensation paid under MGNREGA, the Department of Rural Development have submitted in their written reply as under:-

“As per the provisions mentioned in Schedule-II of the Mahatma Gandhi National Rural Employment Guarantee Act, 2005 wage seekers are entitled to receive payment of compensation for the delay at the rate of **0.05%** of the unpaid wages per day for the duration of delay beyond the sixteenth day of closure of muster roll. As per Para 29 (1) of Schedule-II of Mahatma Gandhi NREGA, 2005 lays down that:

- (1) In case the payment of wages is not made within fifteen days from the date of closure of the muster roll, the wage seekers shall be entitled to receive payment of compensation for the delay, at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of closure of muster roll.
  - (a) Any delay in payment of compensation beyond a period of fifteen days from the date it becomes payable, shall be considered in the same manner as the delay in payment of wages.
  - (b) For the purpose of ensuring accountability in payment of wages and to calculate culpability of various functionaries or agencies, the States shall divide the processes leading to determination and payment of wages into various stages such as –
    - i. Measurement of work;
    - ii. Computerizing the must rolls;
    - iii. Computerizing the measurements;
    - iv. Generation of wage lists, and
    - v. Uploading Fund Transfer Orders (FTOs)
 and specify stage-wise maximum time limits along with the functionary or agency which is responsible for discharging the specific function.
  - (c) The computer system shall have a provision to automatically calculate the compensation payable based on the date of closure of the muster roll and the date of deposit of wages in the accounts of the wage seekers.
  - (d) The State Government shall pay the compensation upfront after due verification within the time limits as specified above and recover the compensation amount from the functionaries or agencies who is responsible for the delay in payment.
  - (e) It shall be the duty of that District Programme Coordinator or Programme Officer to ensure that the system is operationalised.

- (f) The number of days of delay, the compensation payable and actually paid shall be reflected in the Monitoring and Information System and the Labour Budget.

The payment of the compensation is made by the State Government upfront after due verification. Ministry has issued Standard Operating Procedure (SoP) on Timely Payment and as per this SoP the timely payment process has been divided into two stages namely Stage-I (FTO generation within 8 days by State Government) and Stage-II (process of FTO at Central Level by different stake holders). The entire system is designed such that the wages are credited within the stipulated time. Sometimes the Stage-I may overshoot its prescribed time but Stage-II may finish earlier resulting in overall timely payment of wages and vice-versa and also in some cases PFMS fails to send the FTO to the bank for payment.

States/UTs-wise detail of delay compensation paid under Mahatma Gandhi NREGS is given as below:

**States/UTs-wise details of delay compensation paid under Mahatma Gandhi NREGS**

**Delay compensation paid under Mahatma Gandhi NREGS**

SI No	States/UTs	Delay compensation paid (Rs. in lakh)			
		2018-19	2019-20	2020-21	2021-22 (as on 05.11.2021)
1	ANDHRA PRADESH	347.62	0	0	0
2	ARUNACHAL PRADESH	0.13	0	0.55	1.64
3	ASSAM	2.47	0.92	0	0
4	BIHAR	11.08	81.47	46.06	2.78
5	CHHATTISGARH	0	0	0	0
6	GOA	0	0.01	0.23	0.55
7	GUJARAT	8.18	10.26	0.91	0.19
8	HARYANA	0.92	0.34	0.77	0.03
9	HIMACHAL PRADESH	4.23	1.14	0.85	0.42
10	JAMMU AND KASHMIR	0.01	0.23	0	0
11	JHARKHAND	2.29	0.24	0.03	0
12	KARNATAKA	14.35	1.23	2.16	3.46
13	KERALA	8.88	0.59	2.4	1.29
14	LADAKH	0	0	0	0
15	MADHYA PRADESH	63.72	22.16	9.41	3.24
16	MAHARASHTRA	53.72	17.11	13.04	25.97
17	MANIPUR	0	0	0	0
18	MEGHALAYA	0	0	0	0
19	MIZORAM	0	0.04	0	0
20	NAGALAND	0	0	0	0
21	ODISHA	0.75	0.21	0.28	0.23
22	PUNJAB	3.83	2.73	0.93	0.01
23	RAJASTHAN	25.66	2.6	0.83	0
24	SIKKIM	0.2	0.28	0.11	0.01
25	TAMIL NADU	0.48	0.03	0	0
26	TELANGANA	0	0	0	0
27	TRIPURA	0.1	0.11	0.02	0.03



28	UTTAR PRADESH	0	0	0.14	0
29	UTTARAKHAND	0.52	0.02	0.04	0.23
30	WEST BENGAL	179.94	147.61	81.87	52.39
31	ANDAMAN AND NICOBAR	0	0	0	0
32	LAKSHADWEEP	0	0	0	0
33	PUDUCHERRY	0	0	0	0
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0	0	0	0
	<b>Total</b>	<b>729.08</b>	<b>289.33</b>	<b>160.63</b>	<b>92.47</b>

### 11. Issue associated with Job Cards

During the course of evidence, the Secretary, DoRD on the query of the Committee pertaining to the anomaly regarding the job cards in the convergence work of PMAY-G with MGNREGA, stated as under:-

“एक अन्य मुद्दा उठा कि प्रधानमंत्री ग्रामीण आवास योजना में चार जिलों के पदाधिकारियों ने बाध्यता की है की चार जॉब कार्ड होना चाहिए। यह बंधन उनके अपने दिमाग की उपज है, हमारी तरफ से ऐसी कोई बाध्यता नहीं है। जो भी आदमी काम करेगा, उसका नाम मस्टर रोल में आना चाहिए। अगर वही परिवार काम कर रहा है, तो उसी परिवार का रहेगा, अगर किसी और को रखकर काम करा रहे हैं तो उनका आएगा।”

On the issue of the measures being taken for tackling with the malaise of fake job cards and bogus registration, the DoRD have stated as below:-

“The States hold time bound campaigns to verify/ update JCs. The District Programme Coordinator/ Collector and the State Government ensure that these verification campaigns are conducted in a time bound manner. For verification/ update of a Job Card, the following is verified:

- i. SECC TIN number, if any, bank account/ Post Office account number must be verified and entered into the Job Card.
- ii. Either family photo or photos of workers or individual photos (preferably) of that family, duly attested by the competent authority is mandatory.
- iii. Demand, allocation, work done and payment details must be updated in the Job Card.

As on 31<sup>st</sup> March 2020, 95% Job Cards have been verified.”

### 12. Cases of Corruption

12.2 On the issue of complaints regarding irregularities under MGNREGA , the Department have submitted as below:-

“The Ministry allows for registering complaint through various for a viz. CPGRAMS, complaint through State/ UT helpline, written complaints, etc. Complaints received in the Ministry are forwarded to the concerned State Govt./UTs for taking appropriate action including investigation. Steps have been taken to strengthen transparency and accountability which include

geo-tagging, Direct Benefit Transfer (DBT), National electronic Fund Management System (Ne-FMS), Aadhaar Based Payment System (ABPS), Software for Estimate Calculation using Rural rates for Employment (SECURE) and establishment of independent social audit units and appointment of Ombudspersons in the States/UTs. State specific reviews of States are also undertaken from time to time. Details of Complaints on Irregularities in Mahatma Gandhi NREGA are as below:-

**Status of complaints on irregularities in Mahatma Gandhi NREGS**

No.	State Name	Received	Disposed	Pending
1	Andhra Pradesh	1	1	0
2	Bihar	7	5	2
3	Haryana	5	5	0
4	Himachal Pradesh	1	1	0
5	Jammu & Kashmir	1	1	0
6	Jharkhand	2	2	0
7	Madhya Pradesh	3	2	1
8	Rajasthan	4	4	0
9	Telangana	2	2	0
10	Tripura	2	2	0
11	Uttar Pradesh	16	11	5
11	West Bengal	1	1	0
<b>Total</b>		<b>45</b>	<b>37</b>	<b>8</b>

**Status of Complaints under Misuse of Funds**

No.	State Name	Received	Disposed	Pending
1	Assam	3	3	0
2	Bihar	3	3	0
3	Chhattisgarh	3	3	0
4	Jammu And Kashmir	4	4	0
5	Karnataka	2	2	0
6	Kerala	1	1	0
7	Meghalaya	1	1	0
8	Madhya Pradesh	1	1	0
9	Nagaland	1	1	0
10	Odisha	1	1	0
11	Rajasthan	2	2	0
12	Tamil Nadu	1	1	0
13	Uttar Pradesh	4	4	0
14	Uttarakhand	1	1	0
<b>Total</b>		<b>28</b>	<b>28</b>	<b>0</b>

The Ministry, under Mahatma Gandhi NREGS receives complaints of irregularities/misuse of funds under Mahatma Gandhi NREGS etc. Since the responsibility of implementation of Mahatma Gandhi NREGA is vested with the State Govt./UTs, all complaints received in the Ministry are forwarded to the concerned State Govt./UTs for taking appropriate action including investigation, as per law. The complaints are also received and disposed by the States on their own. Their details are not compiled in the Ministry.

Steps have been taken to strengthen transparency and accountability which include geo-tagging, Direct Benefit Transfer (DBT), National electronic Fund Management System (Ne-FMS), Aadhaar Based Payment System (ABPS), Software for Estimate Calculation using Rural rates for Employment (SECURE) and establishment of independent social audit units and appointment of Ombudsman in the States. State specific reviews of States are also undertaken from time to time. Officers of the Ministry and National Level Monitors also visit various districts to oversee the performance of Mahatma Gandhi NREGA. Details of complaints relates to corruption under Mahatma Gandhi NREGA is given below:

Corruption complaints Status under Mahatma Gandhi NREGA as on 11.11.2021		
Complaints Received	Complaints Disposed	Complaints Pending
1759	1710	49

### 13. Social Audits

During the course of evidence, the Secretary, DoRD explained about the provisions of social audit as below:-

“महोदय, सोशल ऑडिट रूल्स के हिसाब से साल में दो बार सोशल ऑडिट करने की व्यवस्था की गई है। वर्ष 2019-20 में हम 60 प्रतिशत तक ग्राम पंचायतों की ऑडिट करा पाए। कोविड साल के प्रारम्भ में आ जाने के कारण हम लोग सोशल ऑडिट करा पाने में समर्थ नहीं हुए हैं, लेकिन वहां भी कन्करेंट ऑडिट कराने की व्यवस्था की गई है। तीन राज्यों को छोड़ कर बाकी सभी राज्यों में सोशल ऑडिट का काम प्रारम्भ हो गया है। ”

During the course of evidence, the Secretary, DoRD further stated as under:-

“आपने ग्राम पंचायत की पुख्ता व्यवस्था के बारे में कहा है। हमारे आँकड़ों के आधार पर 50 परसेंट ग्राम पंचायतों का ही सोशल ऑडिट हो रहा है। यह इंपोर्टेंट है। इसमें पहला बिन्दु यह है कि ग्राम पंचायतों द्वारा न्यूनतम अनुपात 50 प्रतिशत का रखा गया है, लेकिन प्रैक्टिस से यह देखा गया है कि लगभग 95 प्रतिशत काम ग्राम पंचायतों से ही हो रहे हैं।

सर, जो निरीक्षण की व्यवस्था है, वह बाकी चैनल के लिए भी लागू है। सोशल ऑडिट का प्रावधान उन पर भी लागू है, क्योंकि सोशल ऑडिट ग्राम सभा करती है, ग्राम पंचायत या कोई और बॉडी नहीं करती है। उसके कार्यक्षेत्र में जितना भी वर्क हो रहा है, सभी कार्यों के बारे में सोशल ऑडिट करने का अधिकार ग्राम सभा को है। वह चाहे ग्राम पंचायत करे या रूरल इंजीनियरिंग डिपार्टमेंट करे या कोई और चैनल करे तो इसमें कोई बंधन नहीं है।

मैडम, हम आपको यह बताना चाहते हैं कि हमने इस बार यह कहा है कि जो राज्य अपने यहां पर सोशल ऑडिट नहीं करवाएंगे, उनका हम पैसा बंद कर देंगे। इसका मतलब तो यह है कि वहां पर ग्राम सभा की मॉनिटरिंग की कोई व्यवस्था भी ना रखो और हमसे पैसे भी लेते जाओ तो यह नहीं होगा। वहां पर सोशल ऑडिट नहीं हो पा रही है तो हम कन्करेंट ऑडिट करवाने की व्यवस्था कर रहे हैं।”

13.2 Para 17 of Mahatma Gandhi NREGA States that : Social audit of work by Gram Sabha.

(1) The Gram Sabha shall monitor the execution of works within the Gram Panchayat.

(2) The Gram Sabha shall conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat.

(3) The Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of conducting the social audit.

The Institutionalization of robust Information Management System (MIS) for reporting the findings of Social Audit was established. Social Audit conducted in various States/UTs, as reported by Social Audit Unit since FY 2018-19 is as below:-

Sl. No.	State	Total number of GPs audited atleast once in FY 2018-19	Percentage of GPs audited atleast once in FY 2019-20	Percentage of GPs audited atleast once in FY 2020-21	Percentage of GPs audited atleast once in FY 2021-22
1	ANDHRA PRADESH	12,753	11,640	5,662	1,071
2	ARUNACHAL PRADESH	0	0	0	0
3	ASSAM	321	16	365	3
4	BIHAR	251	2,647	0	0
5	CHHATTISGARH	6,483	6,587	1	162
6	GUJARAT	13,937	13,288	58	3
7	HARYANA	0	10	2,524	10
8	HIMACHAL PRADESH	3,214	3,050	4	915
9	JAMMU AND KASHMIR	2	35	1,349	319
10	JHARKHAND	1,831	1,277	149	0
11	KARNATAKA	5,931	5,993	5,431	198
12	KERALA	0	0	0	0
13	MADHYA PRADESH	9,737	13,163	1	9,175
14	MAHARASHTRA	1,976	3,091	1	0
15	MANIPUR	0	26	336	172
16	MEGHALAYA	6,193	6,239	4,165	5
17	MIZORAM	176	506	460	127
18	NAGALAND	76	484	44	41
19	ODISHA	6,351	6,706	0	0
20	PUNJAB	4,680	6,631	5,640	949
21	RAJASTHAN	96	8,151	37	0
22	SIKKIM	185	184	97	0
23	TAMIL NADU	12,523	12,516	0	0
24	TELANGANA	7,582	4,481	1,752	229
25	TRIPURA	579	854	940	33
26	UTTAR PRADESH	20,601	46,455	8	5,129
27	UTTARAKHAND	534	2,334	587	48
28	WEST BENGAL	2,772	2,808	0	0
	<b>Total</b>	<b>1,18,784</b>	<b>1,59,172</b>	<b>29,611</b>	<b>18,589</b>

Further, In the wake of the Covid-19 Pandemic, this Ministry issued guidelines to conduct Concurrent Social Audit; wherever, it was not possible for the States to conduct Regular Social Audit in the Gram Panchayat.

Sr. No.	State SAU	Total Concurrent Social Audits conducted in FY 2020-21 (no. of GPs)	Total Concurrent Social Audits conducted in FY 2020-21 (no. of GPs)
1	Andhra Pradesh	4504	
2	Assam		345
3	Bihar	5202	495
4	Chhattisgarh	11521	
5	Gujarat	5664	5416
6	Himachal Pradesh	3206	1182
7	Jammu & Kashmir	964	27
8	Jharkhand	15504	
9	Kerala	47462	244
10	Madhya Pradesh	22421	
11	Meghalaya	3282	
12	Odisha	10580	3384
13	Punjab	5060	
14	Rajasthan	23278	10816
15	Sikkim	75	
16	Tamil Nadu	4634	44
17	Telangana	13573	2919
18	Uttar Pradesh	250486	48450
19	Uttarakhand	2583	
20	West Bengal	109	351
	<b>Total</b>	<b>430061</b>	<b>73673</b>

13.3 As on 12.11.2021, a total of 27 States and 1 UT (Jammu & Kashmir) have established Social Audit Unit (SAU) and are conducting Social Audit. Social Audit to be conducted for all the works taken up under the Act in every Gram Panchayat during the Financial Year at least once in 6 months. Detail of social audits conducted in this financial year is provided as under:-

#### State Wise Social Audit Calendar planned and Audited in F.Y. 2021-22

SR	State	Total number of GPs	Total number of GPs planned for audit atleast once in FY	Total number of GPs audited atleast once in FY
1	ANDHRA PRADESH	12,965	12,914	1,071
2	ARUNACHAL PRADESH	1,967	0	0
3	ASSAM	2,662	359	3
4	BIHAR	8,526	0	0
5	CHHATTISGARH	11,664	11,492	162

6	GUJARAT	14,137	14,137	3
7	HARYANA	6,184	2,371	10
8	HIMACHAL PRADESH	3,640	1,450	915
9	JAMMU AND KASHMIR	4,542	1,688	319
10	JHARKHAND	4,391	0	0
11	KARNATAKA	6,013	3,088	198
12	KERALA	941	20	0
13	MADHYA PRADESH	22,777	13,905	9,175
14	MAHARASHTRA	28,513	5,688	0
15	MANIPUR	3,151	490	172
16	MEGHALAYA	6,334	2,457	5
17	MIZORAM	858	237	127
18	NAGALAND	1,267	960	41
19	ODISHA	6,798	4,630	0
20	PUNJAB	13,325	3,690	949
21	RAJASTHAN	11,349	0	0
22	SIKKIM	185	24	0
23	TAMIL NADU	12,525	3,824	0
24	TELANGANA	12,770	34	229
25	TRIPURA	1,178	1,173	33
26	UTTAR PRADESH	59,156	37,872	5,129
27	UTTARAKHAND	7,822	7,810	48
28	WEST BENGAL	3,341	1,621	0
	<b>Total</b>	<b>2,68,981</b>	<b>1,32,032</b>	<b>18,589</b>

#### Concurrent Social Audit for the FY 2021-22

No.	State / UT	Total Concurrent Audit Planned in no of GPs	Total Concurrent Audit Conducted in no. of GPs
1	Assam	351	345
2	Bihar	1011	495
3	Gujarat	6158	5416
4	Himachal Pradesh	1223	1182
5	Jammu & Kashmir	50	27
6	Jharkhand	0	0
7	Kerala	1139	244
8	Odisha	3426	3384
9	Rajasthan	13895	10816
10	Sikkim	58	44
11	Telangana	2499	2919
12	Uttar Pradesh	55500	48450
13	West Bengal	351	351
	<b>Total</b>	<b>85661</b>	<b>73673</b>

13.4 "In the wake of Covid-19 breakout; in the current financial year (2021-22) , 6 SAUs have facilitated concurrent social audit, 15 continued with the regular Social

Audit, while 7 are conducting both concurrent as well as regular social audit. As per MIS, in the FY 2021-22 total States/UT conducting regular social audit in 18,589 GPs while and concurrent social auditing was conducted in 73,673 GPs.

Social Audit Unit (SAU) after auditing the works of Mahatma Gandhi NREGA works in Gram Panchayat, identifies issues and report the findings broadly categorized as Financial Misappropriation, Financial Deviation, Grievance and Process Violation. These issues are captured under MIS, and States updated Action Taken Report (ATR) against issues.

For regular monitoring of amount recovered under Social Audit, a new report- Report Financial Misappropriation Recovery Report is added in MIS to enable the States and Union Territories to ease the tracking of the decided cases and their recovery progress.

Further, all the States/ Union Territory in Labour Budget are reviewed and are directed to improve the rigor of social Audit and expedite the Financial Misappropriation.

Over the period of conducting Social Audit for Mahatma Gandhi NREGS works across the Gram Panchayat. Social Audit findings were reported by Social Audit Team. Financial Misappropriation recovered as reported by States, is given in **annexure-IV-**"

13.5 The Social Audit Unit (SAU) is required to frame an annual calendar at the beginning of the year to conduct social audit in all the Gram Panchayats in consultation with the State Rural Development Department. A copy of the calendar shall be circulated to all the District Programme Coordinators for making necessary arrangements for the social audit. SAU has been directed to upload the Calendar by 15th April of every financial year.

#### **14. Appointment of Ombudsmen**

During the course of evidence, on the issue of non-filling of posts of Ombudsmen, the Secretary, DoRD stated as under:-

“आपने और कई माननीय सदस्यों ने लोकपाल के बारे में प्रश्न पूछा है। लोकपाल हर जिले में होना मेंडेटरी है। कई राज्य लोकपाल की नियुक्ति में काफी विलंब कर रहे हैं। एक माननीय सदस्य ने पूछा था कि हमने इसमें क्या किया है। हमने पिछले महीने की 15 तारीख के आसपास पत्र लिखा है की 15 सितंबर तक लोकपाल नियुक्त करके सूचना दीजिए, अगर नहीं देंगे तो हम महात्मा गांधी नरेगा अधिनियम के तहत बाध्यकारी प्रावधानों का उपयोग करेंगे।

सर, हमें भी बहुत दुःख है कि महात्मा गांधी नरेगा के लिए लोकपाल की बहाली नहीं कर रहे हैं। अभी तक 715 जगहों के स्थान पर मात्र 213 जगहों पर किया गया है। तमिलनाडु में एक भी नियुक्ति नहीं की गई है। उनके चीफ सेक्रेटरी ने जवाब दिया है कि यह मामला उनके यहां न्यायालय में उलझा हुआ है। लेकिन, हमने उनसे कहा है कि आप उनकी नियुक्ति जल्द कीजिए। यदि, नियुक्त नहीं करेंगे तो जरूरत पड़ने पर केंद्र सरकार राशि भी रोकेगी।”

14.2 As on date, the details of Ombudsperson positioned in various States and Union Territories are detailed below:-

“In order to expedite the recruitment process of Ombudsperson, the process is regularly monitored by the high-level authority. The Secretary, Rural Development has issued the letter to Principal Secretaries/ Additional Chief Secretary to sensitize the States and Union territories about the transparency and accountability including recruitment of Ombudsperson in each district dated 06.08.2021. The condition for release of fund for material payment is linked with completion of recruitment of Ombudsperson in the entire district. The States are provided specific timeline to complete the recruitment of Ombudsperson across the entire district in the State.

**Status of Ombudsperson under Mahatma Gandhi NREGS**

Sl. No.	Name of the State	Number of Districts in which Mahatma Gandhi NREGS is operational	Ombudsperson Appointed in State/UT
1	ANDHRA PRADESH	13	14
2	ARUNACHAL PRADESH	25	0
3	ASSAM	32	30
4	BIHAR	38	32
5	CHHATTISGARH	28	24
6	GOA	2	0
7	GUJARAT	33	0
8	HARYANA	22	4
9	HIMACHAL PRADESH	12	8
10	JAMMU AND KASHMIR	22	8
11	JHARKHAND	24	3
12	KARNATAKA	30	25
13	KERALA	14	8
14	LADAKH	2	0
15	MADHYA PRADESH	51	17
16	MAHARASHTRA	34	20
17	MANIPUR	16	3
18	MEGHALAYA	11	1
19	MIZORAM	11	8
20	NAGALAND	11	0
21	ODISHA	30	22
22	PUNJAB	22	0
23	RAJASTHAN	33	4
24	SIKKIM	4	1
25	TAMIL NADU	37	0
26	TELANGANA	32	0
27	TRIPURA	8	6
28	UTTAR PRADESH	75	12
29	UTTARAKHAND	13	13
30	WEST BENGAL	23	0



31	ANDAMAN AND NICOBAR	3	0
32	LAKSHADWEEP	1	0
33	PUDUCHERRY	2	0
34	THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU	1	0
	<b>Total</b>	<b>715</b>	<b>263</b>

”

## **VII. MGNREGA during COVID Pandemic**

### **During the Financial Year 2020-21**

7.2 During the period of first wave of pandemic in 2020, on being asked by the Committee about the role being played by MGNREGA in reviving rural economy, the Department of Rural Development replied as below:-

“The principal objective of the Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), 2005 is to provide for the enhancement of livelihood security of the household by providing at least one hundred days of guaranteed wage employment in every financial year to every rural household whose adult members volunteer to do unskilled manual work. It stressed on creation of durable and sustainable assets so that the beneficiaries will be self-dependant. During the ongoing pandemic, stress has been given on taking up of works benefitting individual beneficiaries so that they will be self-dependant. State Governments can take up more works under the Scheme to accommodate the demand for more works.

Mahatma Gandhi NREGA is a demand driven wage employment programme. The beneficiaries under the Scheme are primarily unskilled manual workers whereas the returned workers are basically skilled/semi skilled workers. However, they can be covered under the Scheme if they volunteer to do unskilled manual works. They can apply for job card and works will be provided as per their demand. Now the reverse migration has almost been over, the State Governments may do their skill assessment and provide jobs under the Scheme who are otherwise eligible.

Fund release to the States/UTs is a continuous process and Central Government is committed to making available funds available as per demand, as on 01.07.2020 Rs. 41,39,791.21 lakh released to States/UTs. An additional provision of Rs.40,000 crore has been made for the scheme in the current Financial Year 2020-21 raising the total outlay to Rs.101,500 crore which is the highest ever allocation for a Financial Year under Mahatma Gandhi NREGA.

Timely release of funds has been ensured under the programme. States/UTs have been directed to issue the job card to willing returning migrant workers as per the provision under the Act on priority.”

7.3 Further elaborating upon the preparedness of the Department of Rural Development, the Department stated as under:-

“Mahatma Gandhi NREGA has proved to be an important programme of the Government of India is addressing the issues of the workers of rural India.

During the difficult time of the prevailing COVID Pandemic, DoRD has taken various steps to mitigate the hardship of Mahatma Gandhi NREGS Workers. All wage liabilities were released in the first week of April, 2020. Necessary directives/SoPs issued to the States to observe social distancing norms and all health related precautions while carrying out Mahatma Gandhi NREGS works.

The Central Government, with active support of the State Governments, has so far been able to meet the demands of works with adequate funding. During current financial year, as on 01.07.2020, the Ministry has released Rs. 41,39,791.21 lakh till now to the States & UTs for implementation of Scheme and a total of 101.41 crore Persondays have been generated so far against approved Labour Budget 280.76 crore Persondays. The Government has made provision for additional allocation of Rs. 40,000 crore under Mahatma Gandhi NREGA raising the total allocation to Rs.1,01,500 crore during the financial year 2020-21 to meeting any additional demand for work.

No payment of wage is held up due to paucity of funds. With an additional allocation of Rs.40,000 crore in addition to the initial budget allocation of Rs.61,500 crore, the Government of India will be able to meet the additional demand of works at this moment of time.

The programme has a ready shelf of projects, from which the new works are to be drawn. The Mahatma Gandhi NREGA Eco-system has an online platform for conduct for end –to end transaction including job registration, enlistment of demand, estimation and sanction of works, issue of muster roll, generation of wage list, approval of payment, monitoring and social audit and so on. This platform is highly scalable, therefore, has been able to provide higher level of activity for addressing higher level of demand for work under Mahatma Gandhi NREGA.”

7.4 When enquired about the pendency in wage payments under MGNREGA during the distress times of pandemic, the Department in their written replies mentioned as below:-

“As on date, no payment of wage is held up due to paucity of funds. The information uploaded by the States/UTs in the Management Information System (MIS) of this Ministry, in the Financial Year 2020-21 (as on 07.07.2020) 97.45% workers have got their dues with the stipulated timeline. Release of fund under Mahatma Gandhi NREGA is a continuous process and funds are released to the States/UTs as per their actual demand at the ground level. DoRD strives to maintain the regular fund flow by reviewing the expenditure almost on daily basis. In case of States/UTs covered under National electronics Fund Management System (NeFMS), the DoRD makes the payment of wages directly to the bank/post office account of the beneficiaries.

As a result of concerned effort by DoRD, the delay in payment of wages has been reduced considerably. The percentage of generation of wages within 15 days is 99% at present.”

7.5 on the sufficiency of Budget allocation to meet the challenging demands during pandemic in 2020, the Department of Rural Development replied as under:-

“Budgetary allocation of Rs.61,500 crore under Mahatma Gandhi NREGA for FY 2020-21. Further, Rs.40,000 crore has been made as 1st

Supplementary Demand for Grants which was announced by Hon'ble Finance Minister as AatmaNirbhar package. Therefore, the total provision for the scheme is Rs.1,01,500 crore for current Financial Year. Mahatma Gandhi NREGA is a demand driven wage employment scheme and Central Government is committed in making funds available to the States keeping in view of actual demand for work.”

7.6 On any proposal to increase the wages and number of days under MGNREGA during the first wave of pandemic in 2020, the Department of Rural Development replied that:-

“Section 6 of the Mahatma Gandhi NREGA provides that the Central Government, may, by notification, specify the wage rate for the purpose of the Act and different wage rates may be specified for different areas. Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate every year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price Index for Agricultural Labour (CPI-AL) published by Labour Bureau, Shimla for all States/UTs. The wage rate is made applicable from 1st April of each Financial Year. The wage rate of Mahatma Gandhi NREGA workers for the Financial Year 2020-21 was notified on 23rd March, 2020. At present, there is no proposal to increase the wages under Mahatma Gandhi NREGA. However, each State/UT may provide wage over and above the wage-rate notified by the Central Government.

It may be mentioned that the Mahatma Gandhi NREGA envisages for providing 100 days of guaranteed wage employment in a financial year to each household in rural areas whose adult members volunteers to do unskilled manual work. In addition to this, there is a provision for additional 50 days of unskilled wage employment in a financial year in drought/ natural calamity notified rural areas. At present, there is no proposal under consideration to enhance the minimum guaranteed days of employment. However, the Act itself does not restrict providing more than 100 days of work. Apart from this, as per Section 3(4) of the Mahatma Gandhi NREG Act, 2005, the State Governments may make provisions for providing additional days beyond the period guaranteed under the Act from their own sources.”

7.7 **With regard to the COVID situation:** Mahatma Gandhi NREGA has proved to be an important programme of the Government of India is addressing the issues of the workers of rural India. During the difficult time of the prevailing COVID Pandemic. Department of Rural Development has taken various steps to mitigate the hardship of Mahatma Gandhi NREGS Workers. All wage liabilities were released in the first week of April, 2020. Necessary directives/SoPs issued to the States to observe social distancing norms and all health-related precautions while carrying out Mahatma Gandhi NREGS works. Other key initiatives taken by the Ministry during this period are enlisted below:

- a) MoRD has issued guidelines for promoting Nutri-Garden for individual beneficiaries and community in convergence with State Schemes and NRLM, promoting water conservation and water management in the country in convergence with DoDS, DoLR.
- b) DoWR, RD&GR, construction of Gram Panchayat building in a mission mode in convergence with Finance Commission Funds.
- c) Promotion of fodder farms in convergence with DAHD and the work of construction of Community Sanitary Complex (CSC) in convergence with SBM.
- d) GaribKalyanRojgarAbhiyaan (GKRA), launched in June 2020, in association with 12 Ministries in a mission mode project to provide employment to returning migrant workers and resident rural population and to create durable rural infrastructure/ assets in 116 districts of 6 States. 47.21 crore person-days were generated under the Abhiyan.

## VIII. Realization of Objectives of the Scheme

### 1. Performance of scheme in terms of women employment

“The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA), requires that priority be given to women in such a way that at least one-third of the beneficiaries be women. Mahatma Gandhi NREGA is a gender neutral programme with promotes participation of women by providing wage parity with men, provision of separate schedule of rates of wages for women, facilities for crèche, work-side sheds for children, and child care services. In convergence with NRLM, women mates have also been introduced, which again facilitate the participation of women. The Scheme also endeavours to provide works near the residence of the beneficiaries. These measures enhance participation of women is more than half which are more than the minimum percentage of 33% as mandated by the Act. As per the information uploaded by the States/UTs in Management Information System (MIS) of Mahatma Gandhi NREGS, State/UT-wise details of women’s participation during the FY 2015-16 to current FY 2020-21 (as on 22.05.2019) under Mahatma Gandhi NREGS) is given below:-

#### Number of Women provided Employment under Mahatma Gandhi NREGS

(Figure in lakh)

No.	State	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21 (As on 22.05.2020)
1	ANDHRA PRADESH	32.796	35.129	35.39	37.763	35.757	23.843
2	ARUNACHAL PRADESH	0.6	0.78	0.546	0.667	0.736	0.139
3	ASSAM	7.876	8.945	10.547	10.436	12.115	1.395
4	BIHAR	7.629	12.355	12.715	17.312	21.186	5.454
5	CHHATTISGARH	20.229	19.712	21.224	22.806	22.861	16.568
6	GOA	0.047	0.053	0.053	0.008	0.014	0.005
7	GUJARAT	4.69	5.847	6.072	6.918	6.131	1.73
8	HARYANA	1.197	1.934	1.947	1.688	1.89	0.479
9	HIMACHAL PRADESH	3.203	4.002	3.934	4.368	4.283	0.387
10	JAMMU AND KASHMIR	2.5	2.476	3.103	3.186	3.108	0.139
11	JHARKHAND	5.584	9.482	7.494	6.595	7.451	1.727
12	KARNATAKA	14.224	20.838	18.4	19.099	20.258	5.598

13	KERALA	14.361	13.977	12.589	14.235	13.824	1.549
14	MADHYA PRADESH	22.958	22.56	25.128	27.231	25.664	8.42
15	MAHARASHTRA	10.854	12.218	13.755	14.506	12.188	2.778
16	MANIPUR	1.889	2.251	2.325	2.652	2.849	0.086
17	MEGHALAYA	2.44	2.681	3.007	3.589	3.784	0.248
18	MIZORAM	1.053	0.841	0.764	0.783	0.884	0.863
19	NAGALAND	2.048	1.886	1.47	1.371	1.565	0.319
20	ODISHA	12.484	13.557	16.179	14.57	16.59	4.478
21	PUNJAB	3.294	3.82	4.86	4.911	5.369	0.327
22	RAJASTHAN	37.332	40.809	39.528	45.523	49.155	9.098
23	SIKKIM	0.381	0.395	0.355	0.355	0.337	0.047
24	TAMIL NADU	58.86	60.951	55.686	53.294	53.668	5.675
25	TELANGANA	26.343	25.322	25.02	24.849	23.638	0
26	TRIPURA	4.593	4.484	3.342	3.485	3.754	1.327
27	UTTAR PRADESH	20.809	20.745	21.198	22.061	22.586	7.328
28	UTTARAKHAND	3.635	3.865	3.67	3.569	3.78	0.673
29	WEST BENGAL	40.106	38.029	37.333	34.755	36.847	6.508
30	ANDAMAN & NICOBAR	0.059	0.077	0.047	0.043	0.04	0.006
31	DADRA & NAGAR HAVELI	0	0	0	0	0	0
32	DAMAN & DIU	0	0	0	0	0	0
33	LAKSHADWEEP	0	0	0	0.001	0	0
34	PUDUCHERRY	0.302	0.285	0.353	0.312	0.372	0.198
	<b>Total</b>	<b>364.376</b>	<b>390.306</b>	<b>388.034</b>	<b>402.941</b>	<b>412.684</b>	<b>107.392</b>

Source: [www.nrega.nic.in](http://www.nrega.nic.in)

1.2 Elucidating the measures being undertaken by Ministry of Rural Development (MoRD) to increase involvement of women under MGNREGA, the DoRD have furnished as below:-

“The Mahatma Gandhi NREG Act requires that priority be given to women in such a way that at least one-third of the beneficiaries be women. Mahatma Gandhi NREG Scheme is a gender neutral programme which promotes participation of women by providing wage parity with men, provision of separate schedule of rates of wages for women, facilities for crèche, work-side sheds for children, and child care services. In convergence with NRLM, women mates have also been introduced, which again facilitate the participation of women. The Scheme also endeavours to provide works near the residence of the beneficiaries. These measures enhance participation of women. Further, States have been requested to consider Cluster Level Federations of women as Programme Implementing Agencies for the NREGS works. The percentage of participation of women under Mahatma Gandhi NREGS from financial year 2018-19 to current financial 2021-22 (as on 11.11.2021) is given below:

Financial Year	2021-22	2020-21	2019-20	2018-19
Percentage of participation of women	54.12%	53.19 %	54.78 %	54.59%

(as on 05.11.2021)

1.3 For creating a better workplace for women under MGNREGA, the DoRD in their written reply have submitted as below:-

“For creating a better workplace for women workers, specified facilities are mandated under Mahatma Gandhi NREGA at worksite as elaborated in para 23 & 24 of Schedule II of Mahatma Gandhi NREGA, 2005. The details are as under:

1. The facilities of safe drinking water, shade for children and periods of rest, first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.
2. In case the number of children below age of five years accompanying the women working at any site is five or more, provisions shall be made to depute one of such women workers to look after such children. The person so deputed shall be paid NREGS wage rate. The most marginalized women in the locality, women in exploitative conditions or bonded labour or those vulnerable to being trafficked or liberated manual scavengers should be employed for providing child care services.
3. Women are being encouraged to work as the mate (worksite supervisor) and are being trained for.

1.4 On being asked the action/views of the Department of Rural Development to create 'women only' works under MGNREGA so that more women members are encouraged to take up the work under MGNREGA without any sense of insecurity, the Department have replied as below:-

“Mahatma Gandhi NREGA is a demand-driven programme which provides for at least hundred days of guaranteed wage employment. There is no differentiation on the basis of gender or community when providing for wage employment. The works permitted under the programme aim at enhancing the livelihood security of the rural households. However, to address the importance of representation of women in the planning process and participation of women for poverty alleviation, following provisions have been mandated under the scheme:

- a. While providing in employment lieu of demand, priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under this Act.
- b. At the worksites, women may be accompanied by their children. In case, the number of children below the age of five years accompanying the women working at any site is five or more, provisions shall be made to depute one of such women workers to look after such children. Provision of safe drinking water, shade for children and periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.

So far, in the current financial year, employment has been provided to more than 474.63 lakh women beneficiaries and approximately 52.6% of the persondays was generated by women alone.”

## 1.5 Major Achievements of the Scheme

(i) **Geo-tagging of the Assets:** GeoMGNREGA Phase-I was rolled out on 1st September 2016 for geo-tagging of all completed works which started before 1st November, 2017, under Mahatma Gandhi NREGA. GeoMGNREGA Phase-II was rolled out on 01.11.2017 and under this phase, the geo-tagging of assets is carried out in three stages viz: before initiation of work, during the work and after completion of work. More than **4.61 crore** assets have been geo-tagged ( as on 27.08.2021) and made available in the public domain.

(ii) **Mandatory expenditure on Agri and allied activities:** As per provision of the Act, the District Programme Coordinator shall ensure that at least 60% of the works to be taken up in a district in terms of cost shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and tress The expenditure on agriculture and allied activities is 71.68% in FY 2021-22 (as on 27.08.2021).

(iii) **e-Payments:** e-payments are done under Mahatma Gandhi NREGA using National Electronic Fund Management System (Ne-FMS)/ Electronic Fund Management System (e-FMS) for the payment of wages of workers directly to their bank/post office accounts. So far, total expenditure through NeFMS/e-FMS is **99.68%**.

(iv) **Direct Benefit Transfer (DBT)**—Under the Mahatma Gandhi NREGA, **99%** wage seekers are receiving their wage directly into their bank accounts. It is a big step towards transparency.

(v) **Aadhaar based payment:** **9.64** crore Aadhaar seeded in Management Information System (MIS) which is **65%** of total Active workers (**14.85** crore). **6.28** crore workers have been linked to Aadhaar Based Payment System.

### (vi) Good Governance initiatives:

- a. **Job Card verification/ update:** The Job Cards need to be verified and updated from time to time to weed out the bogus JCs, duplicates and for reasons like migration and death. The States/ UTs have taken up this exercise to verify/ update the JCs.
- b. **Adoption of 7 Registers:** As a good governance initiative, the Ministry in consultation with the States has cut down on the number of Registers (average 22 Registers in a Gram Panchayat) being maintained at every Gram Panchayat (GP) by bringing it down to 7 Registers. 7 registers are implemented in all GPs under Mahatma Gandhi NREGS.
- c. **Citizen Information Board:** The Citizen Information Boards act as a medium for enhancing visibility, transparency and creating awareness about every work taken up/ completed under the programme. The Ministry has emphasized the installation of durable Citizen Information Boards based on some good models available in various states.

(vii) **Emphasis on Social Audit:** System of Social Audit is being strengthened. In association with the office of Comptroller & Auditor General (C&AG) the auditing standards have been finalized and the implementation of the same has started. As of now, **27 States and 1 UT** have established Social Audit

units. The SAUs are being constantly impressed upon to recruit and train minimum core staff at State, District and Block level.

**(viii) Capacity Development:** Mahatma Gandhi NREGA workers are being trained under recent initiatives like Bare Foot Technicians (BFT) to move them up the skilling ladder. So far, **7928 BFTs have been trained in 20 States.**

**(ix) Skill Development:** The project “UNNATI” intends to upgrade the skill-base of the Mahatma Gandhi NREGS workers, and thereby improve their livelihoods, so that they can move from the current partial employment to full employment. This project was launched in the FY 2019-20 and aims to enhance the skill base of **2 lakh** Mahatma Gandhi NREGA beneficiaries in three years i.e., FY 2019-20, FY 2020-21 and FY 2021-22. So far, about **9897 candidates** have been trained.

**(x) Socio-Economic Caste Census- 2011 (SECC):** Around **5.50 crore households** fall under the category of landless households dependent on manual casual labour for livelihood. The Government is making all efforts to bring these households, not having Job Cards, to get employment under Mahatma Gandhi NREGA. Around **4.56 crore** such households have been surveyed.

**(xi) SECURE (Software for Estimate Calculation Using Rural Rates for Employment):** SECURE is implemented in **24 States and 3 UTs across 635 Districts** except in Andhra Pradesh, Telangana, Arunachal Pradesh, Goa, Andaman & Nicobar, Lakshadweep and Dadra & Nagar Haveli & Daman & Diu. Now, administrative and technical sanctions of works can be accorded online through SECURE, thus bring transparency and speeding up the process.

**(xii) Cluster Facilitation Project (CFP)** has been rolled out in **300 blocks** of the country, from 1st April 2020. It aims to ensure effective implementation of Mahatma Gandhi NREGA for accelerated development in 250 blocks of 117 Aspirational districts and 50 blocks of other backward regions through better planning, monitoring and coordination by providing thematic experts in various domains at National, State, District and Block level.

**(xiii)** The Ministry has initiated an integrated holistic planning of the Gram Panchayats based on watershed development principles (ridge to valley approach) using Geographical information system (GIS). So far, plans for **1.5 lakh GPs** have been designed in a saturation mode for three-years planning.

**(xiv) With regard to the COVID situation:** Mahatma Gandhi NREGA has proved to be an important programme of the Government of India in addressing the issues of the workers of rural India. During the difficult time of the prevailing COVID Pandemic, Ministry of Rural Development has taken various steps to mitigate the hardship of Mahatma Gandhi NREGA workers. Necessary directives/SoPs had been issued to the States to observe social distancing norms and all health-related precautions while carrying out Mahatma Gandhi NREGA works.

## 1.6 Challenges being faced by the Scheme

“Timely payment of wages, continuous improvement in technical capability of supervising engineers for ensuring creation of quality assets,



generating greater awareness among all stakeholders etc. are some of the challenges faced in implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS). Improvement in programme implementation is a continuous and dynamic process. Government is alive to such challenges. Monitoring and supervision of all aspects of the programme have been strengthened for improving the implementation of the Mahatma Gandhi NREGS.”

## 2. Participation of SC/STs

2.2 “States/UTs-wise details of employment sought/provided to SC/STs under Mahatma Gandhi NREGS in the financial year 2018-19 to 2020-21 and current financial year 2021-22 as on 31.08.2021) is given below:-

Sl No	State	Households provided employment under Mahatma Gandhi NREGA (in lakh)											
		2018-19			2019-20			2020-21			2021-22 (as on 31.08.2021)		
		Total households	SC households	ST households	Total households	SC households	ST households	Total households	SC households	ST households	Total households	SC households	ST households
1	ANDHRA PRADESH	42.278	9.947	3.882	40.374	9.521	3.793	47.709	9.479	3.307	44.847	8.927	3.106
2	ARUNACHAL PRADESH	1.599	0.001	1.438	1.768	0	1.619	2.259	0	2.097	1.511	0	1.379
3	ASSAM	17.419	0.939	3.352	19.291	1.021	3.395	25.125	1.238	3.784	16.924	0.77	2.549
4	BIHAR	29.24	5.569	0.443	33.695	5.075	0.468	51.041	6.256	0.619	30.088	3.392	0.36
5	CHHATTISGARH	24.425	2.495	8.271	24.454	2.4	8.474	30.606	3.13	9.958	22.217	2.267	7.033
6	GOA	0.011	0	0.004	0.017	0.001	0.006	0.042	0.001	0.019	0.016	0	0.006
7	GUJARAT	9.113	0.49	3.858	8.189	0.411	3.528	11.342	0.597	4.786	8.407	0.432	3.704
8	HARYANA	2.31	1.151	0	2.578	1.209	0	4.57	1.949	0	2.842	1.27	0
9	HIMACHAL PRADESH	5.536	1.528	0.408	5.354	1.454	0.422	6.366	1.667	0.478	4.541	1.195	0.34
10	JAMMU AND KASHMIR	6.51	0.297	1.003	6.329	0.342	1.109	7.495	0.387	0.93	2.315	0.116	0.167
11	JHARKHAND	12.726	1.48	3.57	13.848	1.555	3.617	25.376	2.413	6.428	17.112	1.462	3.938
12	KARNATAKA	21.082	3.406	1.925	22.378	3.813	2.238	30.186	5.402	3.021	26.615	4.667	2.825
13	KERALA	14.784	2.243	0.684	14.391	2.155	0.716	16.174	2.831	0.74	11.151	2.069	0.589
14	LADAKH	0	0	0	0.311	0	0.31	0.324	0	0.324	0.121	0	0.12
15	MADHYA PRADESH	39.182	6.316	13.583	36.21	5.29	12.484	55.312	7.69	18.595	38.474	4.904	13.05
16	MAHARASHTRA	17.93	2	3.415	15.372	1.811	3.271	16.843	1.564	3.978	11.514	1.102	2.038
17	MANIPUR	5.13	0.146	2.317	5.414	0.147	2.352	5.473	0.15	2.354	1.907	0.036	1.305
18	MEGHALAYA	4.754	0.031	4.371	5.056	0.035	4.619	5.364	0.035	4.929	2.769	0.025	2.476
19	MIZORAM	1.938	0	1.926	2.035	0	2.023	2.142	0	2.126	2.071	0	2.056
20	NAGALAND	3.857	0.032	3.702	3.904	0	3.729	3.923	0	3.742	3.433	0	3.253
21	ODISHA	21.479	3.591	7.111	23.253	3.693	8.09	37.496	5.42	11.934	25.584	3.563	7.894
22	PUNJAB	6.749	4.993	0.002	7.534	5.309	0.004	9.536	6.366	0.005	6.004	4.133	0.004
23	RAJASTHAN	51.647	10.957	11.41	55.747	12.52	12.36	75.428	16.208	15.93	52.601	11.135	12.487
24	SIKKIM	0.618	0.026	0.232	0.578	0.029	0.241	0.648	0.034	0.272	0.506	0.025	0.209
25	TAMIL NADU	55.923	15.051	0.753	56.486	16.782	0.768	66.494	19.364	1.018	58.765	17.232	0.815
26	TELANGANA	25.235	5.692	4.209	24.792	5.485	4.293	31.1	6.919	5.718	25.911	5.672	4.845
27	TRIPURA	5.494	0.95	2.366	5.66	0.981	2.402	5.856	1.007	2.467	5.412	0.91	2.377
28	UTTAR PRADESH	50.448	16.238	0.492	53.14	16.532	0.533	94.371	29.204	0.919	53.454	16.705	0.52
29	UTTARAKHAND	4.887	0.81	0.185	5.042	0.838	0.189	6.542	1.041	0.243	3.49	0.544	0.115
30	WEST BENGAL	43.913	13.632	3.872	54.577	16.966	5.196	79.655	22.608	6.54	56.893	15.884	4.706
31	ANDAMAN AND NICOBAR	0.061	0	0	0.058	0	0	0.077	0	0.004	0.02	0	0
32	LAKSHADWEEP	0.003	0	0.002	0.001	0	0.001	0.001	0	0.001	0	0	0
33	PUDUCHERRY	0.332	0.104	0	0.396	0.12	0.001	0.479	0.146	0.001	0.264	0.084	0.001
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0	0	0	0	0	0	0	0	0	0	0	0
	<b>Total</b>	<b>526.613</b>	<b>110.115</b>	<b>88.786</b>	<b>548.232</b>	<b>115.495</b>	<b>92.251</b>	<b>755.355</b>	<b>153.106</b>	<b>117.267</b>	<b>537.779</b>	<b>108.521</b>	<b>84.267</b>

”

2.3 Further elaborating on the aspect of SC/ST participation under the scheme, the Department have submitted as below:-

“The Mahatma Gandhi National Rural Employment Guarantee Act, 2005, is an Act to provide for the enhancement of livelihood security of the household in rural areas of the country by providing 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. Mahatma Gandhi NREGA is a demand driven wage employment Scheme.

For prioritizing the works creating individual assets under Mahatma Gandhi NREGS Scheduled Tribe (ST) and Schedule Caste (SC) have been positioned.

From this current financial Year (2021-22), category wise (SC, ST, and Others) wage payment system has been adopted to wage-seekers according to the category (SC, ST, and Others) has been made.

Under Mahatma Gandhi NREGA of Special Component for Schedule Caste (SC Plan), an amount of Rs. 9,160.56 crore has been released as on 12.11.2021.

Under Mahatma Gandhi NREGA of Special Component for Schedule Tribes (ST Plan), an amount of Rs. 7,786.57 crore has been released as on 12.11.2021.

The category wise (SC, ST and Others) wage payment system, as made applicable from this current financial year, has been introduced to accurately reflect on ground flow of funds to various population groups. Its further streamlining is being undertaken.”

## Households provided employment under Mahatma Gandhi NREGS (SC/ST Breakup)

SI No	States/UTs	2018-19			2019-20			2020-21			2021-22 (As on 05.11.2021)		
		Households provided e mployment (in lakh)			Households provided e mployment (in lakh)			Households provided em ployment (in lakh)			Households provided e mployment (in lakh)		
		Total	SCs	STs	Total	SCs	STs	Total	SCs	STs	Total	SCs	STs
1	ANDHRA PRADESH	42.278	9.947	3.882	40.374	9.521	3.793	47.709	11.623	4.183	45.38	11.012	3.992
2	ARUNACHAL PRADESH	1.599	0.001	1.438	1.768	0	1.619	2.259	0	2.097	2.271	0.001	2.104
3	ASSAM	17.411	0.938	3.352	19.285	1.021	3.395	25.124	1.238	3.784	18.779	0.859	2.867
4	BIHAR	29.24	5.569	0.443	33.695	5.075	0.468	51.011	6.251	0.619	32.193	3.588	0.379
5	CHHATTISGARH	24.425	2.495	8.271	24.454	2.4	8.474	30.605	3.13	9.958	22.924	2.31	7.377
6	GOA	0.011	0	0.004	0.017	0.001	0.006	0.042	0.001	0.019	0.023	0.001	0.009
7	GUJARAT	9.113	0.49	3.858	8.189	0.411	3.528	11.342	0.597	4.786	9.131	0.473	3.977
8	HARYANA	2.31	1.151	0	2.578	1.209	0	4.57	1.949	0	3.196	1.442	0
9	HIMACHAL PRADESH	5.536	1.528	0.408	5.354	1.454	0.422	6.366	1.667	0.478	5.526	1.454	0.408
10	JAMMU AND KASHMIR	6.51	0.297	1.003	6.329	0.342	1.109	7.494	0.387	0.93	3.561	0.177	0.295
11	JHARKHAND	12.726	1.48	3.57	13.848	1.555	3.617	25.376	2.413	6.428	19.83	1.749	4.669
12	KARNATAKA	21.082	3.406	1.925	22.378	3.813	2.238	30.182	5.401	3.021	30.03	5.245	3.097
13	KERALA	14.784	2.243	0.684	14.391	2.155	0.716	16.174	2.831	0.74	13.901	2.548	0.692
14	LADAKH	0	0	0	0.311	0	0.31	0.324	0	0.324	0.228	0	0.227
15	MADHYA PRADESH	39.182	6.316	13.583	36.21	5.29	12.484	55.311	7.69	18.595	43.667	5.701	14.875
16	MAHARASHTRA	17.93	2	3.415	15.372	1.811	3.271	16.843	1.564	3.978	13.331	1.26	2.353
17	MANIPUR	5.13	0.146	2.317	5.414	0.147	2.352	5.473	0.15	2.354	5.221	0.145	2.301
18	MEGHALAYA	4.754	0.031	4.371	5.056	0.035	4.619	5.364	0.035	4.929	4.063	0.032	3.676
19	MIZORAM	1.938	0	1.926	2.035	0	2.023	2.142	0	2.126	2.087	0	2.071
20	NAGALAND	3.857	0.032	3.702	3.904	0	3.729	3.923	0	3.742	3.967	0	3.784
21	ODISHA	21.479	3.591	7.111	23.253	3.693	8.09	37.491	5.419	11.932	29.849	4.135	9.509

SI No	States/UTs	2018-19			2019-20			2020-21			2021-22 (As on 05.11.2021)		
		Households provided e mployment (in lakh)			Households provided e mployment (in lakh)			Households provided em ployment (in lakh)			Households provided e mployment (in lakh)		
		Total	SCs	STs	Total	SCs	STs	Total	SCs	STs	Total	SCs	STs
22	PUNJAB	6.749	4.993	0.002	7.534	5.309	0.004	9.536	6.366	0.005	7.388	5.076	0.005
23	RAJASTHAN	51.647	10.957	11.41	55.747	12.52	12.36	75.428	16.208	15.93	58.439	12.485	13.341
24	SIKKIM	0.618	0.026	0.232	0.578	0.029	0.241	0.648	0.034	0.272	0.576	0.03	0.238
25	TAMIL NADU	55.923	15.051	0.753	56.486	16.782	0.768	66.494	19.364	1.018	63.662	18.437	0.919
26	TELANGANA	25.235	5.692	4.209	24.792	5.485	4.293	31.109	6.921	5.722	26.492	5.819	4.963
27	TRIPURA	5.494	0.95	2.366	5.66	0.981	2.402	5.856	1.007	2.467	5.705	0.963	2.472
28	UTTAR PRADESH	50.448	16.238	0.492	53.14	16.532	0.533	94.366	29.203	0.919	63.681	19.818	0.659
29	UTTARAKHAND	4.886	0.81	0.185	5.04	0.837	0.189	6.542	1.041	0.243	4.407	0.699	0.148
30	WEST BENGAL	43.913	13.632	3.872	54.577	16.966	5.196	79.655	22.608	6.54	65.742	18.13	5.385
31	ANDAMAN AND NICOBAR	0.061	0	0	0.058	0	0	0.077	0	0.004	0.029	0	0
32	LAKSHADWEEP	0.003	0	0.002	0.001	0	0.001	0.001	0	0.001	0	0	0
33	PUDUCHERRY	0.332	0.104	0	0.396	0.12	0.001	0.479	0.146	0.001	0.324	0.099	0.001
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0	0	0	0	0	0	0	0	0	0	0	0
	<b>Total</b>	<b>526.604</b>	<b>110.114</b>	<b>88.786</b>	<b>548.224</b>	<b>115.494</b>	<b>92.251</b>	<b>755.316</b>	<b>155.244</b>	<b>118.145</b>	<b>605.603</b>	<b>123.688</b>	<b>96.793</b>

### 3. Increased Demand for Work

#### i. Increased Job Cards Issuance

##### Job Cards – Details

Total Job Cards issued under Mahatma Gandhi NREGA

(Figure in lakh)

Sl. No.	State/UTs	2018-19	2019-20	2020-21	2021-22 (as on 31.08.2021)
1	ANDHRA PRADESH	88.14	89.76	95.11	96.44
2	ARUNACHAL PRADESH	2.29	2.44	2.63	2.70
3	ASSAM	46.54	50.07	53.96	54.36
4	BIHAR	158.63	171.95	187.27	188.82
5	CHHATTISGARH	38.01	39.04	40.93	40.65
6	GOA	0.33	0.34	0.34	0.34
7	GUJARAT	37.27	39.34	41.61	42.16
8	HARYANA	9.28	9.91	11.58	11.83
9	HIMACHAL PRADESH	12.44	12.81	13.46	13.65
10	JAMMU AND KASHMIR	12.25	12.69	12.43	12.34
11	JHARKHAND	43.98	47.98	57.73	58.27
12	KARNATAKA	59.57	63.64	71.18	74.17
13	KERALA	35.12	36.39	38.78	39.40
14	LADAKH	0.00	0.36	0.37	0.37
15	MADHYA PRADESH	69.81	75.34	81.27	80.15
16	MAHARASHTRA	84.77	87.65	90.56	91.95
17	MANIPUR	5.67	5.72	5.81	5.82
18	MEGHALAYA	5.64	5.91	6.12	6.17
19	MIZORAM	1.92	2.01	2.08	2.08
20	NAGALAND	4.34	4.36	4.48	4.48
21	ODISHA	64.76	68.59	74.91	76.21
22	PUNJAB	15.90	17.27	18.95	19.11
23	RAJASTHAN	101.27	105.72	113.23	114.03
24	SIKKIM	0.82	0.84	0.86	0.86
25	TAMIL NADU	81.73	84.53	88.35	88.80
26	TELANGANA	54.44	55.69	55.72	56.26
27	TRIPURA	6.25	6.32	6.42	6.47
28	UTTAR PRADESH	161.92	172.49	200.59	207.06
29	UTTARAKHAND	10.65	10.96	11.67	11.70
30	WEST BENGAL	119.85	126.07	136.88	137.77
31	ANDAMAN AND NICOBAR	0.35	0.33	0.33	0.33
32	LAKSHADWEEP	0.08	0.08	0.08	0.08
33	PUDUCHERRY	0.66	0.69	0.72	0.73
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.04	0.04	0.04	0.04
	<b>Total</b>	<b>1334.72</b>	<b>1407.32</b>	<b>1526.44</b>	<b>1545.57</b>

**Number of Job cards issued under Mahatma Gandhi NREGA**

Sl No	States/UTs	Number of Job Cards issued in a particular year			
		2018-19	2019-20	2020-21	2021-22 (as on 05.11.2021)
1	ANDHRA PRADESH	2.75	1.54	6.03	3.24
2	ARUNACHAL PRADESH	0.13	0.20	0.26	0.21
3	ASSAM	2.47	3.69	6.12	1.89
4	BIHAR	11.60	13.51	23.26	20.72
5	CHHATTISGARH	1.74	1.70	4.00	0.56
6	GOA	0.001	0.002	0.009	0.003
7	GUJARAT	2.47	1.90	5.10	1.05
8	HARYANA	0.46	0.59	1.73	0.41
9	HIMACHAL PRADESH	0.39	0.37	0.86	0.55
10	JAMMU AND KASHMIR	0.67	0.69	1.16	0.29
11	JHARKHAND	2.92	3.63	14.71	2.04
12	KARNATAKA	5.09	3.56	7.36	4.14
13	KERALA	1.73	1.40	2.70	1.43
14	LADAKH	0.0000	0.0117	0.0193	0.0074
15	MADHYA PRADESH	4.38	4.81	16.58	4.78
16	MAHARASHTRA	3.53	2.49	9.36	17.92
17	MANIPUR	0.23	0.08	0.22	0.08
18	MEGHALAYA	0.42	0.32	0.32	0.20
19	MIZORAM	0.08	0.12	0.16	0.05
20	NAGALAND	0.05	0.12	0.12	0.05
21	ODISHA	2.14	4.67	10.05	5.48
22	PUNJAB	1.41	1.58	2.23	0.64
23	RAJASTHAN	4.54	4.00	10.18	2.85
24	SIKKIM	0.02	0.02	0.03	0.01
25	TAMIL NADU	2.06	2.21	5.35	2.24
26	TELANGANA	1.47	1.28	3.49	0.69
27	TRIPURA	0.18	0.11	0.17	0.17
28	UTTAR PRADESH	6.79	8.94	42.08	13.72
29	UTTARAKHAND	0.39	0.45	1.16	0.21
30	WEST BENGAL	2.24	5.53	16.56	7.20
31	ANDAMAN AND NICOBAR	0.0043	0.0052	0.0119	0.0010
32	LAKSHADWEEP	0.0004	0.0002	0.0001	0.0001
33	PUDUCHERRY	0.02	0.02	0.04	0.01
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.00187	0.00	0.00126	0.06667
	<b>Total</b>	<b>62.37</b>	<b>69.53</b>	<b>191.44</b>	<b>92.90</b>

ii. **Increased work sought**

**Cumulative No. of households issued job cards and employment provided to households under Mahatma Gandhi NREGS**

(figures in lakh)

Sl No	States/UTs	2018-19		2019-20		2020-21		2021-22 (as on 05.11.2021)	
		Cumulative No. of households issued job cards	Employment provided to households	Cumulative No. of households issued job cards	Employment provided to households	Cumulative No. of households issued job cards	Employment provided to households	Cumulative No. of households issued job cards	Employment provided to households
1	ANDHRA PRADESH	88.14	42.28	89.76	40.37	95.64	47.71	98.27	45.38
2	ARUNACHAL PRADESH	2.29	1.60	2.44	1.77	2.65	2.26	2.76	2.27
3	ASSAM	46.50	17.41	50.04	19.28	54.14	25.12	54.71	18.78
4	BIHAR	158.63	29.24	171.95	33.70	187.55	51.01	189.26	32.19
5	CHHATTISGARH	38.01	24.42	39.04	24.45	40.95	30.61	40.59	22.92
6	GOA	0.33	0.01	0.34	0.02	0.34	0.04	0.34	0.02
7	GUJARAT	37.27	9.11	39.34	8.19	41.87	11.34	42.53	9.13
8	HARYANA	9.28	2.31	9.91	2.58	11.60	4.57	11.96	3.20
9	HIMACHAL PRADESH	12.44	5.54	12.81	5.35	13.51	6.37	13.82	5.53
10	JAMMU AND KASHMIR	12.25	6.51	12.69	6.33	12.47	7.49	12.38	3.56
11	JHARKHAND	43.98	12.73	47.98	13.85	58.35	25.38	59.28	19.83
12	KARNATAKA	59.57	21.08	63.64	22.38	71.23	30.18	75.08	30.03
13	KERALA	35.12	14.78	36.39	14.39	38.83	16.17	39.92	13.90
14	LADAKH	0.00	0.00	0.36	0.31	0.37	0.32	0.37	0.23
15	MADHYA PRADESH	69.81	39.18	75.34	36.21	81.89	55.31	78.01	43.67
16	MAHARASHTRA	84.72	17.93	87.61	15.37	91.09	16.84	93.67	13.33
17	MANIPUR	5.67	5.13	5.72	5.41	5.84	5.47	5.89	5.22
18	MEGHALAYA	5.64	4.75	5.91	5.06	6.14	5.36	6.22	4.06
19	MIZORAM	1.92	1.94	2.01	2.04	2.08	2.14	2.08	2.09
20	NAGALAND	4.34	3.86	4.36	3.90	4.48	3.92	4.48	3.97
21	ODISHA	64.76	21.48	68.59	23.25	75.12	37.49	77.01	29.85
22	PUNJAB	15.90	6.75	17.27	7.53	19.17	9.54	19.50	7.39
23	RAJASTHAN	101.27	51.65	105.72	55.75	113.56	75.43	114.70	58.44
24	SIKKIM	0.82	0.62	0.84	0.58	0.86	0.65	0.87	0.58

SI No	States/UTs	2018-19		2019-20		2020-21		2021-22 (as on 05.11.2021)	
		Cumulative No. of households issued job cards	Employment provided to households	Cumulative No. of households issued job cards	Employment provided to households	Cumulative No. of households issued job cards	Employment provided to households	Cumulative No. of households issued job cards	Employment provided to households
25	TAMIL NADU	81.73	55.92	84.53	56.49	88.61	66.49	89.57	63.66
26	TELANGANA	54.44	25.24	55.69	24.79	55.74	31.11	56.42	26.49
27	TRIPURA	6.25	5.49	6.32	5.66	6.44	5.86	6.51	5.71
28	UTTAR PRADESH	161.92	50.45	172.49	53.14	201.80	94.37	209.91	63.68
29	UTTARAKHAND	10.65	4.89	10.95	5.04	11.70	6.54	11.77	4.41
30	WEST BENGAL	119.85	43.91	126.07	54.58	137.79	79.66	139.37	65.74
31	ANDAMAN & NICOBAR	0.35	0.06	0.33	0.06	0.33	0.08	0.33	0.03
32	LAKSHADWEEP	0.08	0.0025	0.08	0.0012	0.08	0.001	0.08	0.0001
33	PUDUCHERRY	0.66	0.33	0.69	0.40	0.72	0.48	0.73	0.32
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.04	0.00	0.04	0.00	0.04	0.00	0.04	0.00
	<b>Total</b>	<b>1334.63</b>	<b>526.60</b>	<b>1407.24</b>	<b>548.23</b>	<b>1532.99</b>	<b>755.32</b>	<b>1558.44</b>	<b>605.60</b>

(figures in lakh)

SI No	States/UTs	2018-19		2019-20		2020-21		2021-22 (as on 05.11.2021)	
		Employment Demanded by Persons	Employment Offered to Persons	Employment Demanded by Persons	Employment Offered to Persons	Employment Demanded by Persons	Employment Offered to Persons	Employment Demanded by Persons	Employment Offered to Persons
1	ANDHRA PRADESH	75.58	69.37	77.57	77.40	89.88	89.80	89.31	89.21
2	ARUNACHAL PRADESH	1.81	1.78	1.92	1.90	2.55	2.55	2.54	2.53
3	ASSAM	28.22	28.21	32.20	32.19	40.11	40.10	30.84	30.83
4	BIHAR	43.80	43.75	49.20	49.09	73.25	73.13	46.18	46.01
5	CHHATTISGARH	57.17	57.14	58.95	58.94	73.51	73.51	52.17	52.16
6	GOA	0.01	0.01	0.02	0.02	0.04	0.04	0.03	0.02
7	GUJARAT	18.28	18.24	15.86	15.83	25.88	25.84	22.38	22.35
8	HARYANA	4.14	4.13	4.60	4.59	7.78	7.77	5.62	5.61
9	HIMACHAL PRADESH	8.04	8.03	7.93	7.93	9.61	9.61	8.32	8.32
10	JAMMU AND KASHMIR	11.27	11.25	10.94	10.93	12.56	12.54	6.07	6.04
11	JHARKHAND	21.54	21.52	21.87	21.85	43.93	43.92	29.55	29.54
12	KARNATAKA	46.03	43.87	47.61	45.46	64.40	62.18	64.54	62.62



SI No	States/UTs	2018-19		2019-20		2020-21		2021-22 (as on 05.11.2021)	
		Employment Demanded by Persons	Employment Offered to Persons	Employment Demanded by Persons	Employment Offered to Persons	Employment Demanded by Persons	Employment Offered to Persons	Employment Demanded by Persons	Employment Offered to Persons
13	KERALA	19.12	19.12	18.62	18.62	20.92	20.92	17.50	17.49
14	LADAKH	0.00	0.00	0.38	0.38	0.39	0.39	0.28	0.28
15	MADHYA PRADESH	85.52	85.26	77.83	77.65	135.06	134.93	104.04	103.82
16	MAHARASHTRA	38.05	37.97	32.58	32.49	36.76	36.65	27.69	27.57
17	MANIPUR	5.98	5.94	6.08	6.05	6.22	6.21	5.67	5.66
18	MEGHALAYA	6.94	6.94	7.30	7.30	7.66	7.66	5.66	5.66
19	MIZORAM	2.01	2.01	2.09	2.09	2.23	2.23	2.10	2.10
20	NAGALAND	4.38	4.36	4.30	4.29	4.23	4.22	4.32	4.28
21	ODISHA	39.28	39.20	43.70	43.63	82.31	82.26	60.07	60.03
22	PUNJAB	10.83	10.81	11.69	11.68	13.98	13.96	10.56	10.55
23	RAJASTHAN	90.64	90.58	95.58	95.54	124.90	124.85	92.09	92.05
24	SIKKIM	0.78	0.78	0.74	0.74	0.81	0.81	0.71	0.70
25	TAMIL NADU	69.36	69.36	68.71	68.70	81.81	81.81	77.90	77.89
26	TELANGANA	50.32	50.10	50.07	49.70	64.27	64.49	62.34	58.26
27	TRIPURA	7.73	7.73	8.14	8.14	8.57	8.57	7.69	7.69
28	UTTAR PRADESH	73.21	73.11	78.57	78.50	157.26	157.18	94.66	94.57
29	UTTARAKHAND	7.06	7.06	7.34	7.34	9.84	9.84	6.68	6.68
30	WEST BENGAL	84.26	84.23	90.98	90.95	131.12	131.11	103.56	103.54
31	ANDAMAN AND NICOBAR	0.08	0.08	0.08	0.08	0.11	0.11	0.04	0.04
32	LAKSHADWEEP	0.0028	0.0028	0.0014	0.0014	0.0010	0.0010	0.0004	0.0003
33	PUDUCHERRY	0.43	0.43	0.51	0.51	0.63	0.63	0.42	0.42
34	DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	<b>Total</b>	<b>911.86</b>	<b>902.37</b>	<b>933.96</b>	<b>930.50</b>	<b>1332.57</b>	<b>1329.79</b>	<b>1041.53</b>	<b>1034.52</b>

## IX New Initiatives

### 1. Project “UNNATI” and Cluster Facilitation Project (CFP)

During the course of evidence, the Secretary, DoRD elaborating on the new initiatives stated as under:-

“उन्नति” ऐसे लोगों के लिए है, जिन्होंने 100 दिनों का रोजगार प्राप्त कर लिया है। इसके माध्यम से उनको और भी ज्यादा रोजगार प्राप्त करने के लिए कौशल उपलब्ध कराया जाता है, ताकि वे साल भर के रोजगार की स्थिति में आ सकें और मनरेगा पर उनकी जो निर्भरता है, वह निर्भरता खत्म हो। हमने हाल ही में एक बहुत अच्छी पहल लागू की है।

#### Project “UNNATI”

“The objective of the project is to upgrade the skill-base of the Mahatma Gandhi NREGA workers and thereby improve their livelihoods by shifting from part time employment to full time employment. The training would be provided for one adult member (of age 18-45 year) of a household who has completed 100 days of work under Mahatma Gandhi NREGA in FY 2018-19. The target is to train 2 lakh adult members of Mahatma Gandhi NREGS workers in 3 years. The candidate undergoing training will be paid stipend for a maximum period of 100 days and the household from which, the candidate will be selected for the training, will continue to get 100 days of work under Mahatma Gandhi NREGA in a financial year.

Cluster Facilitation Project (CFP) has been rolled out on 1st April, 2020 with the objective to ensure effective implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi GNREGS) in 250 blocks of 117 Aspirational districts and 50 blocks of other backward areas across 29 States/ UT through better planning, coordination and monitoring by providing thematic experts in various domains at various level.

The specialist provided by the project at various levels with expertise in Geographical Information System (GIS), Natural Resource management (NRM) and Livelihoods responsible for preparation of planning , designing, implementation, capacity building, and monitoring of works under Mahatma Gandhi NREGA in the identified blocks. The team’s active engagement at various levels of works right from planning to monitoring shall ensure proper identification, special focus to NRM works, quality project planning, timely payment to curb leakages at different stages by utilizing IT application under Mahatma Gandhi NREGA. As on date a total of Rs. 788.29 lakhs is released to 29 States/UT for implementation of CFP. The State/UT wise Cluster Facilitation Project progress as on 03.09.2021 is attached below:-

Cluster Facilitation Project (CFP) - Status as on 03.09.2021

Sl No.	State	Selected Nodal Officer	State level Selection Committee formulated	Block Identification Complete	Separate Bank Account opened for CFP	CFP Proposal Received	CFP Fund Released	Expert Recruitment completed	CSO Selection completed	Infrastructure Procurement completed	CFP Operation Started
1	Andhra Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	Yes
2	Arunachal Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	No
3	Assam	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No

4	Bihar	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	No
5	Chhattisgarh	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
6	Gujarat	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	Yes
7	Haryana	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
8	Himachal Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	Yes
9	Jharkhand	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
10	Karnataka	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
11	Kerala	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	Yes
12	Madhya Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
13	Maharashtra	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
14	Manipur	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	Yes	No
15	Meghalaya	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	Yes
16	Mizoram	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	Yes
17	Nagaland	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes
18	Odisha	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	No
19	Punjab	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
20	Rajasthan	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
21	Sikkim	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	No	Yes
22	Tamilnadu	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
23	Telangana	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	Yes	No
24	Tripura	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
25	Uttar Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes
26	Uttarakhand	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	Yes
27	West Bengal	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	No
28	J&K	Yes	Yes	Yes	Yes	Yes	Yes	Yes	NA	Yes	Yes
29	Ladakh	Yes	Yes	Yes	Yes	Yes	Yes	No	NA	No	No
<b>TOTAL</b>		<b>29</b>	<b>29</b>	<b>29</b>	<b>29</b>	<b>29</b>	<b>29</b>	<b>10</b>	<b>7</b>	<b>12</b>	<b>13</b>

Source : As reported by States/UT

“In FY 2020-21, the target was to provide skill training to 53,128 candidates. However, only 23 States/UTs were able to commence training operations with exception of Arunachal Pradesh, Andaman & Nicobar Islands, Himachal Pradesh, Manipur and Sikkim. The total achievement under the project was of 8,658 candidates.

This project was launched in the FY 2019-20 and aims to enhance the skill base of 2 lakh Mahatma Gandhi NREGA beneficiaries in three years i.e., FY 2019-20, FY 2020-21 and FY 2021-22.

In FY 2021-22, the target is to provide skill training to 48,279 candidates. The achievement as on 31<sup>st</sup> October, 2021 is 2,946 candidates. State/UT-wise details of Project 'UNNATI' are given below:-

#### Status of UNNATI projects

Sl. No.	State	FY 2020-21		FY 2021-22	
		Target	Completed	Target	Completed (As on 31.10.2021)
1	ANDAMAN & NICOBAR	50	0	5	25
2	ANDHRA PRADESH	7,500	0	8,000	582
3	ARUNACHAL PRADESH	7	0	7	0
4	ASSAM	500	54	500	72

5	BIHAR	397	205	1,000	39
6	CHHATTISGARH	4,825	216	4,500	472
7	GUJARAT	310	209	685	0
8	HARYANA	148	148	150	15
9	HIMACHAL PRADESH	1,810	0	1,400	0
10	JAMMU & KASHMIR	1,220	41	1,179	0
11	JHARKHAND	611	126	500	405
12	KARNATAKA	914	380	2,000	210
13	KERALA	6,548	119	4,300	109
14	MADHYA PRADESH	2,352	1164	3,500	0
15	MAHARASHTRA	1,400	534	5,705	153
16	MEGHALAYA	306	106	520	44
17	MIZORAM	700	7	200	0
18	MANIPUR	14	0	1	0
19	ODISHA	1,044	218	1,100	21
20	PUNJAB	167	32	167	0
21	RAJASTHAN	4,689	3498	3,925	456
22	SIKKIM	76	0	79	0
23	TAMIL NADU	483	373	276	35
24	TELANGANA	7,799	342	4,180	125
25	TRIPURA	335	111	100	0
26	UTTAR PRADESH	1,925	142	1,500	0
27	UTTARAKHAND	498	206	800	51
28	WEST BENGAL	6,500	427	2,000	132
<b>TOTAL</b>		<b>53,128</b>	<b>8,658</b>	<b>48,279</b>	<b>2,946</b>

”

## 2. **Value Addition under MGNREGA**

On being asked about the steps being undertaken by the MoRD for value addition and review of MGNREGA with the aim of improving the quality of life of the beneficiaries, the DoRD have replied as below:-

“The Mahatma Gandhi National Rural Employment Guarantee Act, 2005, is an Act to provide for the enhancement of livelihood security of the household in rural areas of the country by providing 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.

Government of India has taken various steps for improving the quality of life of the beneficiaries under Mahatma Gandhi NREGS. These include:

MoRD has issued guidelines for promoting Nutri-Garden for individual beneficiaries and community in convergence with State Schemes and NRLM,

- i. Promotion of fodder farms in convergence with Department of Animal Husbandry and Dairying (DAHD).
- ii. Promotion of horticulture in convergence with Ministry of Agriculture and Farmer Welfare.
- iii. Promotion of medicinal plantation in convergence with National Medicinal Plantation Board, Ministry of Ayush.
- iv. Construction of Gram Panchayat building in a mission mode in convergence with Ministry of Panchayati Raj.

- v. Up to 230 person-days for construction of community sanitary complexes (CSCs) in convergence with Department of Drinking Water and Sanitation (Swachh Bharat Mission (Grameen) – Phase – II).”

### 3. Skilling of Labourers

About the steps being undertaken for the skilling of labourers under MGNREGA, the Department have made following submission:-

“The main thrust of Mahatma Gandhi NREGS is on providing unskilled manual work for 100 days to the eligible rural households. Project ‘UNNATI’ has been formulated for promoting Skilling of Mahatma Gandhi NREGA beneficiaries.

Project ‘UNNATI’, a Central Sector Scheme launched in December 2019 by Government of India, is a skilling project that intends to upgrade the skill base of the Mahatma Gandhi NREGA workers, and thereby improve their livelihoods, so that they can move from the current partial employment to full employment and thereby reduce their dependence on Mahatma Gandhi NREGS.

This project will improve the livelihoods of most needy Mahatma Gandhi NREGA workers by providing a skill, either for self-employment or wage-employment. This project is meant to provide training to one adult member (aged 18-45 years) of a household who has completed 100 days of work under Mahatma Gandhi NREGA in the previous financial year from the year of the commencement of the project. The skilling programme is being conducted through convergence between Rural Skill Division of MoRD and KVKs of Ministry of Agriculture with Mahatma Gandhi NREGA division of MoRD.

The candidate undergoing training is to be paid stipend for a maximum period of 100 days and for one programme per household as per the wage rate prevailing in the concerned State/UT as per the provisions of the project. The household, from which a candidate is selected from training, continues to enjoy 100 days of work under Mahatma Gandhi NREGA. The selection of the households under this project is being prioritized as per Para 5 of Schedule I of Mahatma Gandhi NREG Act. Further prioritization is being done using the SECC deprivation criteria.

This project has two types of skilling viz. Skilling for Wage Employment, wherein the eligible beneficiaries may opt for any of the training programme conducted by PIAs of DDU-GKY and Skilling for Self-Employment, wherein the eligible beneficiaries may opt for any of the training programme conducted by RSETIs and KVKs. A candidate is allowed to avail only one training programme under the project from either of the two categories of skilling programmes subject to the condition that the selected candidate has not taken benefit of any other scheme of the Central/State Government. Expenditure (100%) towards stipend (against wage loss compensation) is entirely being borne by the Central Government.

A total of 2,00,000 beneficiary shall be imparted training under this project in a span of three years with an estimated financial expenditure of Rs.307.34 Crore. Based on the eligibility, this project is implemented in 26 States and 2 UTs. So far **11,604** candidates have been trained.”

#### 4. Monitoring

(i) **National Mobile Monitoring Software (NMMS) App** was launched by the Hon'ble Minister of Rural Development on May, 21 2021. NMMS App permits taking real time attendance of workers at Mahatma Gandhi NREGA worksites along with geo-tagged photograph. This app is a big step towards bringing the transparency and proper monitoring of the schemes and will help in increasing citizen oversight of the programme.

(ii) **Area Officer Monitoring App** was launched by the Hon'ble Minister of Rural Development on May, 21 2021, in a bid to facilitate the authorities to record their findings online. It will also help in recording time stamped and geo-coordinate tagged photograph for all the schemes of Department of Rural Development. It facilitates analysis of findings which in turn help in implementation of programme in a better manner.

(iii) **Yuktdhara Portal:** GIS based planning through online portal Yuktdhara as developed by National Remote Sensing Center, ISRO, Department of Space.

#### 5. Major Policy Initiatives

- **Geo MGNREGA - Geo tagging of the Assets:** Since 1<sup>st</sup> September, 2016 : 4.61 cr Assets Geotagged out of 4.83cr Available Assets (95.44%)
- **60% expenditure on Agriculture & Allied activities :** Added to the Schedule in July 2014
- **NeFMS – DBT:** to make wage payment through DBT since 1<sup>st</sup> January 2016
- **Integrated Natural Resource Management (INRM):** Commenced in the FY 2016-17, INRM is a cost-effective way of arresting soil degradation, drought and famine, and improving productivity while ensuring ecological sustainability
- **GIS based Gram Panchayat Plan:** 1.5 lakh/2.69 Lakh GPs have prepared GIS based plan by using Remote Sensing and GIS technology
- **A new Portal, "Yuktdhara" for GIS Planning:** developed; joint efforts of ISRO (NRSC) & MoRD
- **Bare Foot Technicians (BFT) project** started in FY 2015-16 for Capacity Development
- **Software for Estimate Calculation Using Rural Rates for Employment (SECURE):** FY 2018-19
- **A new work added in F.Y.2019-20 "rooftop rain water harvesting structures in Government or Panchayat buildings"** with special focus on recharging ground water in the permissible list of works

- **Emphasis on Social Audit** : Institutionalization of Social Audit from FY 2017-18
- **Cluster Facilitation Project (CFP)**: Aims to ensure effective implementation of Mahatma Gandhi NREGS for accelerated development in 117 Aspirational districts and other backward areas through better planning, coordination and monitoring, since 1<sup>st</sup> April 2020
- Project **"UNNATI": Skill Development** started in FY 2019-20
- Joint guidelines issued on 10.06.2020 with MoPR to permit utilization of 14th Finance Commission (FC) grants available with GPs as well as ensuing 15th FC untied grants during 2020-21 towards construction **Gram Panchayat Bhawans**
- Joint guidelines issued on 06.07.2020 with DoDWS to cover unskilled component up to 230 persondays for construction of **community sanitary complexes (CSCs)** in convergence with SBM (G) – Phase - II
- Joint Guideline issued on 11.08.2020 with NMPB, Ayush for promotion of **medicinal plantation**
- Joint guidelines issued on 14.01.2021 with DoAC&FW for promotion of **horticulture**
  - **Area Officer monitoring Visit App**: App for providing hassle free visit report from worksite visited
  - **National Mobile Monitoring System (NMMS)**: Software for real time capturing of attendance at work sites
  - **Yuktdhara portal**: for preparation of GIS based plan
  - Guidelines issued on 04.05.2020 for promoting **nutri-garden** for individual beneficiaries and community in convergence with State Scheme and NRLM.
  - Joint guidelines issued on 26.06.2020 with DAHD to promote **fodder farms, animal husbandry and dairying activities**

## **X. Role of Gram Panchayats**

During the course of evidence, the Secretary, DoRD on the presence of officials during the Gram Sabha meeting, stated as below:-

“सर, आपने एक बहुत ही उत्तम सुझाव दिया है कि ग्राम सभा की बैठक जो योजना की प्लानिंग के लिए होती है, उसमें संबंधित विभागों के पदाधिकारियों की भी उपस्थिति रहनी चाहिए। हम लोगों ने पहले से भी यह कह रखा था। लेकिन, अब हम उसको रीटरेट करेंगे।”

10.2 On being asked about the admissible percentage of works that can be undertaken under MGNREGA through Gram Panchayats and through other Agencies, it has been replied as under:-

“As per Mahatma Gandhi NREG Act, Para 16 (5) The Programme Officer shall allot at least fifty per cent of the works in terms of its cost under a Scheme to be implemented through the Gram Panchayats.”

During the course of evidence, on the issue of works associated with Gram Panchayats, the Secretary, DoRD stated as below:-

“हमने ग्राम पंचायत भवनों की कई जगहों पर अनुपलब्धता को देखते हुए पिछले साल पंचायती राज मंत्रालय के साथ मिलकर एक पहल की कि पंचायत भवनों के निर्माण में, जिसकी लागत 20 लाख रुपये तक की हो, हम लोग आधा-आधा खर्च शेयर करेंगे और दोनों का संयुक्त अभिसरण करके इन पंचायत भवनों का निर्माण कराया जा सकता है। इसी प्रकार से कम्यूनिटी सैनिट्री कॉम्प्लेक्स, जो ड्रिंकिंग वॉटर एंड सैनिटेशन डिपार्टमेंट बनाता है, उसके लिए भी हम लोगों ने 230 दिनों का अनस्विक्लड वर्क कम्पोनेंट उपलब्ध कराने के लिए अपनी सहमति दी थी।”

## **XI. New areas to be looked into under MGNREGA**

### **1. Usage of Machines**

During the course of evidence, the Secretary, DoRD clarifying the query regarding the increased usage of machines submitted as under:—

“मशीन के उपयोग में ढिलाई दिए जाने की बात कही गई है। दुर्भाग्यवश, हम इस पर बहुत ज्यादा सहमत नहीं हो सकते हैं, क्योंकि रोजगार सिर्फ उन्हीं लोगों को दिलाने की बात है, जिनके पास रोजगार का कोई साधन नहीं है। आपको यह जानकर थोड़ा दुख भी होगा कि आज के दिन भी करीब 5 करोड़ 44 लाख ऐसे परिवार हैं, जो अपना जीवन चलाने के लिए मजदूरी पर डिपेंड हैं तो हमें सबसे पहले इनके लिए व्यवस्था करनी होगी। अगर हम इनको रोजगार नहीं देंगे और मशीनों का उपयोग करेंगे तो ये लोग कहां जाएंगे? जो काम हाथ से नहीं हो सकता, उसके लिए ही मशीन का प्रयोग करना चाहिए।”

### **2. Natural Resource Management Works**

During the course of evidence, the Secretary, DoRD submitted as under:—

“सर, ये अलग-अलग कोटि के जो काम पूर्ण किए गए हैं, इसमें उनका जिक्र किया गया है। आप यह देख सकते हैं कि जो सबसे बड़ा काम का हिस्सा होता है, वह नैचुरल रिसोर्स मैनेजमेंट (प्राकृतिक संसाधन प्रबंधन) का होता है। इसके साथ-साथ, जो आजीविका के संवर्धन या प्राकृतिक संसाधन प्रबंधन के काम होते हैं, उनको इसमें काफी प्राथमिकता दी गई है। आप देखेंगे कि 63 लाख प्लांटेशन वर्क लिए गए, हॉर्टिकल्चर में लगभग 18 लाख पूरे किए गए हैं। इस तरीके से, हर अंश में दिखाया गया है। आप यह भी गौर करेंगे कि वर्ष 2014-15 से लेकर जो पीरियड प्रारम्भ हुआ है, उस पीरियड में प्राकृतिक संसाधन प्रबंधन इत्यादि पर विशेष जोर दिया गया है। जल संबंधी संरचनाओं पर ज्यादा जोर दिया गया है। मैं केवल दो-तीन आँकड़ों की ओर आपका ध्यान आकृष्ट करना चाहूंगा। पहली पंक्ति, जो प्राकृतिक संसाधन प्रबंधन की है, उसमें अगर आप देखेंगे, तो 5 सितम्बर, 2021 तक लगभग 2 करोड़ 83 लाख काम पूरे हुए, जिनमें वर्ष 2014-15 से लेकर आज तक 1 करोड़ 92 लाख काम पूरे हुए।”



### 3. Plantation Works

During the course of evidence, the Secretary, DoRD elaborated upon the works under plantation as below: \_

“तीसरा मुद्दा प्लांटेशन का है कि इसके बारे में कोई गाईडलाइन नहीं है और अनुपयोगी पौधे लगाए जा रहे हैं, जिनका ईंधन के अलावा कहीं और उपयोग नहीं हो सकता है। मैं अवगत कराना चाहता हूँ कि इसके माध्यम से हॉटीकल्चर प्लांटेशन बड़ी मात्रा में हो रहा है। कौन से पौधे लगाने हैं, इसके चयन का अधिकार ग्राम पंचायत को है। हमने यहां से जान-बूझकर कोई गाईडलाइन नहीं दी, क्योंकि प्लांटेशन का नेचर वहां की मिट्टी, जलवायु और अन्य चीजों पर निर्भर करता है। इसे रिप्लेस करना पड़ता है, फिर भी आपका सुझाव अच्छा है, हम इसकी मॉनिटरिंग इम्प्रूव करने की व्यवस्था करेंगे।”

During the course of evidence, the Secretary, DoRD further submitted as under: \_

“Sir, you had asked whether nurseries could be promoted or not. Nursery is a permissible activity within the MGNREGA. In fact, we want to encourage the Gram Panchayats or the Panchayat Unions to take up nursery activity and they may involve the members of the SHGs as well. You also mentioned that the plantations having seedlings of height of more than 1.5 feet have a greater survival rate. We also agree with the suggestions made by you. In fact, we encourage them to take up only those seedlings that are sturdy and can survive the field conditions.”

### 4. Convergence of Schemes

4.2 Provide details regarding making of payment of 90 days MGNREGA wages to the Beneficiaries under PradhanMantriAwasYojna (Gramin).

“The total number of unskilled person days for construction of a house of at least 25 sq. mts as per PradhanMantriAwasYojna (Gramin) guidelines is fixed at 95 person days for north-east and hilly region; and 90 person days for other areas. The wages for these person days in lieu of foregone wage employment by the beneficiaries can be paid under Mahatma Gandhi NREGA over and above the unit cost fixed for PMAY (G) /other housing scheme.

Based on the model estimation of a house of 25 sq. mts, the unskilled person days required at different stages of construction is as given below, however, the States may reallocate the given person days between various stages as per the prevailing practice in the State:

S.No.	STAGES OF CONSTRUCTION	% of total unskilled person days permitted under Mahatma Gandhi NREGS in completion	PERSON DAYS (Out of total 90 unskilled person days permitted in plain areas)	PERSON DAYS (Out of total 95 unskilled person days permitted in hilly, difficult & IAP distt.)

		of house		areas)
1.	Up to plinth level	31%	28	30
2.	From plinth level to lintel level	26%	24	25
3.	From lintel level to roof level	11%	10	10
4.	From roof level to finishing	32%	28	30
Total unskilled person days permitted under Mahatma Gandhi NREGS in completion of house			90	95

”

4.3 Various other rural development Schemes are being dovetailed/converged for better funding and growth. In this context, provide details of plans/schemes formulated/being run which utilises funding through MGNREGA via convergence mode. Give detail of the funding pattern.

“There are immense possibilities of convergence at different level with various Schemes of Department of Rural Development (DoRD) and other Ministries in creation of durable assets to enhance the rural infrastructure. Following methodologies have been developed:

- a. Construction of Anganwadi Centre (AWC) in convergence with **Ministry of Women and Child Development (MoWCD)- Financial convergence of Rs.2 lakh is provided by MoWCD**
- b. Sericulture activities in convergence with **Ministry of Textiles.**
- c. Different works of Railways in convergence with **Ministry of Railways.**
- d. Rubber Plantation in convergence with **Rubber Board of India.**
- e. Coconut Plantation in convergence with **Coconut Development Board.**
- f. Aquaculture activities in convergence with Schemes under **Blue Revolution Integrated Development and Management of Fisheries of Department of Fisheries.**
- g. Development of Fodder Farms in convergence with **Department of Animal Husbandry & Dairying (DAHD).**
- h. Construction of Community Sanitary Complexes (CSCs) in convergence with **Department of Drinking Water & Sanitation (DoDWS).**
- i. Construction of Gram Panchayat buildings in convergence with **Ministry of Panchayati Raj (MoPR)- Financial convergence of Rs.10 lakh is provided by MoPR.**
- j. Works related to Rural Connectivity in convergence with **PMGSY (DoRD).**
- k. Promotion of Horticulture in convergence with Ministry of Agriculture & Farmers Welfares.
- l. Promotion of Medicinal plantation in convergence with Ministry of Ayush.
- m. Promotion of Nutri Garden for Livelihood assets for the SHG members under DAY-NRLM

Works identified under convergence plan shall be approved by the competent Panchayat i.e. the Gram Panchayat/ Intermediate Panchayat/ District Panchayat level, before being included in the Shelf of Projects. If the work identified for convergence is to be taken up after the appropriate

Panchayat has approved the Annual Action Plan, then such works can be placed before the competent Panchayats for their approval. After such approval, the works will become part of the Annual Action Plan. Each of the Schemes has separate budget allocations which are implemented by the Panchayat. “

#### 4.4

- (i) MoRD has issued guidelines for promoting **Nutri-Garden** for individual beneficiaries and community in convergence with State Schemes and NRLM,
- (ii) Promotion of **fodder farms** in convergence with Department of Animal Husbandry and Dairying (DAHD).
- (iii) Promotion of **horticulture** in convergence with Ministry of Agriculture and Farmer Welfare.
- (iv) Promotion of **medicinal plantation** in convergence with National Medicinal Plantation Board, Ministry of Ayush.
- (v) Construction of **Gram Panchayat building** in a mission mode in convergence with Ministry of Panchayati Raj.
- (vi) Up to 230 person-days for construction of **community sanitary complexes (CSCs)** in convergence with Department of Drinking Water and Sanitation (Swachh Bharat Mission (Grameen) – Phase – II).

#### 5. Plastic lining of Ponds and Rejuvenation of Traditional Water Bodies

During the course of briefing, the Secretary, DoRD on the above subject stated as below:-

“माननीय सभापति जी ने तालाब के जीर्णोद्धार की बात कही थी। मैं आपको आश्चर्य करना चाहता हूँ कि जीर्णोद्धार संभव है। स्थाई संरचनाओं का निर्माण हमारी प्राथमिकताओं में है। आपने 60:40 के रेशियो को मेन्टेन करके प्लास्टिक लाइनिंग ऑफ टैंक्स की बात कही थी। महात्मा गांधी नरेगा का एक बहुत बड़ा उद्देश्य है कि हमारा जो जल और मृदा संरक्षण है, उसको हम बढ़ावा दें। इस कारण से हमारा लक्ष्य है कि जितना पानी धरातल में जाए, उतना ज्यादा बेहतर है। इस कारण से हम इसको सामान्यतः अलाउ नहीं करते हैं।

लगातार दो-तीन साल तक यदि बरसात कम हो गई और उनके कुएं या बोरवेल का स्तर अगर कम होता है तो उनके पांच-पांच, दस-दस सालों से लगाए हुए हॉर्टिकल्चर के बगीचे दो-चार महीनों में सूख जाते हैं। अगर हम उनको लगातार पानी दें तो कम से कम इतनी मदद उनकी की जा सकती है। पानी को रोकना, जमीन का वॉटर लेवल बढ़ाना आदि अच्छे काम हैं, लेकिन यदि हमने इसको कृषि से जोड़ा है तो इस काम के माध्यम से और अपने रेशियो के हिसाब से अगर हम किसानों के हित के लिए तथा उनका उत्पादन बढ़ाने के लिए कुछ कर सकें, तो उनका भी समावेश इस योजना में होना चाहिए।”

#### XII. Findings of the Study Visits of the Committee

Among the integral roles of the Standing Committee on Rural Development and Panchayati Raj is the aspect of conducting Study Visits to different rural areas of the Country for an on-the-spot assessment of the implementation of the schemes of Government of India under the Ministries of Rural Development and Panchayati Raj. In their endeavour to have an holistic grasp of the ground reality, the Committee undertook

extensive study visits to various districts in the States of Andhra Pradesh, Chennai, Kerala, UTs of Jammu and Kashmir and Leh, districts of Maharashtra and Goa and Rajasthan. Various works completed under MGNREGA were examined and the ground reality concerning with the implementation of MGNREGA was ascertained through discussions with the State Government officials, Gram Panchayat Officials and Local populace. Bottlenecks in the smooth implementation of the Scheme such as Delay in Payment of Wages, non-adherence to the provisions of delay compensation and unemployment allowance, issues pertaining to the irregularities and malpractices concerning with the Job cards, non-timely release of skilled and material component of funds, slack approach of Gram Panchayats, non-holding of regular Social Audits and poor monitoring system of the Scheme came to the fore. The sentiments of the Committee on witnessing the realities will also form the basic crux of the recommendations of the Committee in the subsequent Chapter of the Report.

**PART – II**  
**RECOMMENDATIONS**

**1. Judicious Allocation of Budget under MGNREGA**

One of the flagship schemes of the Government of India, MGNREGA is a platform which provides opportunity of employment to the rural populace who are willing to take up works under MGNREGA. The uniqueness of the scheme lies in its statutory backing through the enactment of the Act, providing a Right to Employment under MGNREGA to the masses residing in villages and hinterland of the country. The Committee find that since its inception and particularly during the last 4 – 5 financial years, it has been seen through the analysis of its Budget Estimate that each time there has been a substantial hike at the Revised Estimate (RE) Stage, further augmenting the budgetary allocation of the scheme. In the financial year 2018-19, the BE was hiked from Rs. 55,000/- crore to Rs. 61,830.09 crore, from 60,000/- crore to Rs. 71,001.81 crore in 2019-20, from Rs. 61,500/- crore to Rs. 1,11,500/- crore in 2020-21, while during the ongoing financial year 2021-22, from the allocated BE of Rs. 73,000/- crore, Rs. 52,228.84 crore have already been spent by 01.09.2021 i.e. in only six months. Thus, the Committee are of the view that the scheme is definitely showing an increase in demand as elicited by the ever increasing budgetary demand. Moreover, it is also quite perplexing as to the rationale behind keeping the BE for 2021-22 at Rs. 73,000/- crore while in the previous financial year, the expenditure was to the tune of Rs. 1,11,170.86 crore. Even after acknowledging the fact that the last financial year 2020-21 witnessed a surge in demand due to reverse migration of workers from urban areas back to rural locations and their dependence on MGNREGA as a last resort of solace and also taking note that MGNREGA is a demand driven scheme, the Committee are still of the view that Budgetary Allocation of a scheme of such enormous magnitude should be done in a more pragmatic manner so that there is no dearth

of funds in mid-year and flow of funds for payment of wages, material share, etc. is maintained seamlessly. Therefore, the Committee recommend the Department of Rural Development to review its budgetary demand pertaining to MGNREGA and ensure that 'agreed to labour budget' is made at concerned level keeping in view the expenditure of previous years. (Recommendation SI. No. 1)

2. Effective Coordination with the States for timely release of funds and submission of requisite details

The Committee note the submission made by the Department of Rural Development during the course of evidence that one of the impediments obstructing the smooth and unhindered flow of funds is that of non-completion of requisite procedural formalities by the State governments within the stipulated time-frame. Non-updation of muster roll within three days of completion of the work or delay in the submission of documents for release of wages/skilled/material share by the States along-with delay in release of States' share of 25% material costs came to the fore. The Committee were bemused on the approach exhibited by the nodal agency of the scheme, i.e. Department of Rural Development in highlighting only the States' loopholes. This is completely unacceptable and the Committee find the 'blame-game' unpalatable. The 'need of the hour' in a federal form of government should not be limited to merely finger pointing at each other at the cost of detriment to a public welfare scheme, rather working in unison with the common goal of upliftment of the quality of lives of rural masses. In this context, the Committee vehemently recommend the Department of Rural Development to entail all possible measures in bringing all the shareholders on a common platform and coerce the State Governments to abide with the statutory provision of the MGNREGA Act in 'letter and spirit' so that the beneficiaries fate do not keep hanging around the bureaucratic procedures.

(Recommendation SI. No. 2)

### **3. Mitigation of Unspent Balances**

While the data provided by the Department of Rural Development pertaining to the unspent balances at the end of financial year 2020-21, shows an amount to the tune of Rs. 5,270.76 crore as unspent, for the current financial year, the amount unspent as on 05.11.2021 is Rs. 1,351.46 crore. The Committee certainly note the improvement shown through the efforts of Department of Rural Development wherein a reduction in amount of unspent balances is being noticed. In this regard, the Committee are still of the uniform view that funds remaining unutilized on one hand along-with the existence of pendency in payment of wages and release of skilled share does not augur well for the performance of the scheme, thus putting a question mark on the administrative acumen of the nodal agency. Keeping this in mind, the Committee feel that this downward trend in the accrual of unspent balances need to be maintained through rational measures. Therefore, the Committee recommend the Department of Rural Development to ensure that the unspent balances are completely mitigated by the utilization of allocated funds in a time-bound and financially prudent manner. (Recommendation Sl. No. 3)

### **4. Delay in payment of wages**

One of the key aspect behind the enunciation of MGNREGA scheme was the guarantee of 100 days work to the rural masses who take up works under MGNREGA voluntarily. Not only was this welfare scheme envisaged to provide a 'fall back' option of employment for those who had no other avenues to look upon but the objective was also to create durable asset utilizing the manpower. However, the entire fulcrum of balance upon which rested the success of this scheme was supposed to be the timely payment of wages as guaranteed through the MGNREG Act, 2005, wherein the payment of wages is to be done within fifteen days from the date of closure of muster rolls. Instead, the Committee painfully take the cognizance of the inordinate delay in the payment of wages to the beneficiaries of

**MGNREGA. There may-be plethora of reasons causing delay in the payment of wages, but none of the reason can be sufficient enough to justify this blatant non-adherence to the statutory provision of the Act. The beneficiaries of the Act are generally poor and marginalized sections of the society whose hopes of decent upliftment to their economic status hinge upon the succor through MGNREGA. The Committee in this context view the amount of Rs. 276,378.22 lakhs wage liabilities as on 05.11.2021 seriously and feel sorry at the ‘state of affairs’ in this scheme. No reason is good enough for such huge pendencies and hence, the Committee, in all earnest, call upon the Department of Rural Development to ‘pull up its socks’and take all possible measures to wipe off the wage liabilities as soon as possible.**

**(Recommendation Sl. No. 4)**

**5. Increase in wages through linkage with commensurate inflationary index**

**One of the pertinent issue engulfing the scheme under MGNREGA has been concerning with the adequate wage rate, commensurate with the inflation. The Committee note the States/UTs-wise wage rates as per Gazzette notification for financial year 2021-22 which shows the wage rate to range from as low as Rs. 193/- per day in Chattisgarh and Madhya Pradesh and Rs. 198/- per day in Bihar and Jharkhand to Rs. 318/- per day in 3 Gram Panchayats of Sikkim (namely Gnathang, Lachung, Lachen) and Rs. 315/- per day in Haryana. Rest all States/UTs fall between Rs. 200/- to Rs. 300/- per day bracket (majority remaining below Rs. 250/- per day). At a time when cost of living is increasing day by day, with the rise of inflation having effect on the price rise of even essential commodities, fathoming people of marginalized and economically challenged stature, who primarily form the beneficiaries of the scheme, striving to make ‘ends meet’ surviving on this amount is quite concerning. Taking up works under MGNREGA is a sort of last resort for the rural masses when they don’t have any other option to utilize, but wages of such nominal nature only discourage them and propel them to seek work in areas**



giving better remuneration or migrate to urban locales. One of the objective of MGNREGA was definitely to provide work at or nearby places of habitation of the poor and downtrodden and not to cause them to move longer distances. But, the wage rates being offered under MGNREGA is surely working as a deterrent which is amply evident in the data reflecting that number of households who were provided employment under MGNREGA for the year 2018-19 is 526.61 lakh but households who completed 100 days of employment is only 52.58 lakh, similarly in 2019-20, only 40.60 lakh completed 100 days of work out of 548.23 lakh household who were provided employment. For 2020-21, the figure is 72 lakh out of 755.36 lakh, while as on 31.08.2021, for financial year 2021-22 the figure is even more poor with only 7.76 lakh households completing 100 days of work out of 537.78 lakh who were provided employment. The Committee do understand that MGNREGA is a demand driven scheme where the workers move out for better opportunities. However, the figures are abysmally low and it definitely points towards low wage rates as being one of the major reasons for the workers to opt out of MGNREGA, hampering the percentage of work completed under MGNREGA also. Upon this very premises, the Committee have time and again urged Department of Rural Development to increase the wage rates under MGNREGA by linking it with an index commensurate with inflation. Department of Rural Development in their replies have elaborated upon the setting up of Dr. Nagesh Singh Committee for wage rate revisions and that the same Committee had recommended for using Consumer Price Index – Rural (CPI-R) in place of Consumer Price Index – Agricultural Labour (CPI-AL) for indexation of wages under MGNREGA. The Ministry further clarified that it had accepted the recommendations of the said Committee and after the approval of Finance Ministry had initiated the process of revision of wage rates under MGNREGA by indexing CPI-(R) in place of CPI – (AL). However, pursuant to a meeting with the Ministry of Statistics

&Employment, Government of India and with the approval of Hon'ble Minister of Rural Development, the Ministry of Rural Development has decided to continue with the existing index CPI-AL for wage rate revision under MGNREGA. Thus, the wage rates under MGNREGA would continue to remain languishing on account of no change in indexation. In view of the above situation, the Committee strongly recommend the Ministry to review its stand concerning with the wages once again and approach all the decision making bodies with plausible rationale so that a long pending demand of justifiable hike in the wages under MGNREGA is fulfilled for the welfare of beneficiaries. (Recommendation Sl. No. 5)

6. Uniform wages across the country to end the disparity of wages under MGNREGA

Time and again the issue of disparity of wages under MGNREGA crop up before the Committee. The Committee find the concept of wage rates under MGNREGA being different in the States/UTs of the country quite baffling. MGNREGA is a Centrally sponsored scheme with the wages of unskilled labour being released through the Central Share. Moreover, Department of Rural Development is the nodal implementing agency of the scheme in the entire country and it only seem befitting if the nodal agency fixes a single unified wage rate at the start of every financial year applicable for all the States/UTs of the Country. Wage rates fluctuating from Rs. 193/- to Rs. 318/- across the different States/UTs in no way seem justified. Moreover, the parameters of economics perhaps will also be convenient in terms of calculations and indexation in one go for the entire country, rather different States/UTs bringing in their own dynamics in fixing the wage rates. It is also noteworthy to mention here that the beneficiaries being targeted under MGNREGA are no doubt the poor and marginalized sections of the society. In this context, States such as Bihar, UP, Jharkhand and West Bengal showing a notified wage rate of Rs. 198/-, Rs. 204/-, Rs. 198/- and Rs. 213/- is unfathomable. Bridging

the disparity of wages and bringing the wages at par will not only end the conundrum of uncertainty among beneficiaries but will also serve the larger purpose of welfare of MGNREGA workers. Thus, the Committee recommend in all earnest that the Department of Rural Development look into the matter of disparity of wages among States/UTs pragmatically and devise a mechanism for notifying a unified wage rate across the entire country.

(Recommendation SI. No. 6)

7. Increase in number of days of work sought under MGNREGA

While examining the subject of MGNREGA and during their deliberations, the Committee were made to realize about demands from various quarters of the country regarding the increase in number of days from 100. The Committee also take cognizance of the provision of the scheme through which State Governments can ask for additional 50 days of work under MGNREGA to meet the need for work in cases of exigencies arising out of natural calamity. The Committee take note of this existing provision and are of the view that MGNREGA is a last 'fall back' option for numerous rural people and the amount of expenditure under it also elicit a keen interest in the scheme by the poor and marginalized. It is 'high time' that the scheme be revamped keeping in view the changing times and emerging challenges particularly in wake of the COVID Pandemic. Moreover, the basic thought process behind MGNREGA also warranted the creation of permanent durable asset while providing works to the needy. The Committee feel that durable assets under various heads of permanent nature, go a long way in creating/rectifying infrastructures pertaining to the Government agencies. This only aids and augments the initiatives of the Government towards progressing the society and taking it forward with a robust infrastructure. In view of such background, the Committee are of firm opinion that the 'need of the hour' is to further diversify the nature of works under MGNREGA in such manner and through such mechanisms

which could also propel the number of guaranteed working days under MGNREGA to at least 150 days from the current 100 days. Therefore, the Committee strongly recommend the Department of Rural Development to review the scheme of MGNREGA in such a way which could ensure an increase of guaranteed days of work from 100 to 150 days.

(Recommendation SI. No. 7)

8. **Expanding the ambit of permissible works under MGNREGA**

Ministry of Rural Development (Department of Rural Development) although keeps on revising the nature and number of permissible works under MGNREGA, still, the Committee are of the firm opinion that the ambit of permissible works under MGNREGA require a much frequent revision for including such works also which are felt utmost necessary at the local levels through the emerging needs of the specific geographical terrain. Particularly, works such as construction of bunds which would stop the land erosion/cutting due to flow of rivers during the time of floods in various parts of the country definitely merit a serious look. Other works such as boundary works for croplands/agricultural fields in order to protect them from grazing animals are a valid demand. The Committee strongly believe that while revising and adding new works to be undertaken under MGNREGA, a process of dialogue with concerned stakeholders at ground level should always be done in order to ascertain the local sentiments and requirements. Works can also be added in area-specific manner through specific orders for a fixed time period. Thus, the Committee, recommend the Department of Rural Development to revisit their procedures while revising and including new works under MGNREGA for having an objective and logical approach to include area specific work as per local requirement also.

(Recommendation SI. No. 8)

## 9. Delay Compensation

The Committee with utmost concern note the provision mentioned in Schedule-II of the MGNREGA, 2005 through which wage seekers are entitled to receive payment of compensation for the delay in receiving wages at the rate of 0.05% of the unpaid wages per day for the duration of delay beyond the sixteenth day of closure of muster roll. While examining the data concerning the delay compensation paid by various States/UTs, the Committee find that during financial year 2018-19, 2019-20 & 2020-21 amounts to the tune of Rs. 729.08 lakhs, Rs. 289.33 lakhs and Rs. 160.63 lakhs were paid respectively across the country as delay compensation. While, during the ongoing financial year as on 05.11.2021 an amount of Rs. 92.47 lakhs have been paid so far. These are abysmally low figures which either suggest that the amount of delay in payment of wages is very less or that the provision of delay compensation is not being implemented strictly on ground level. The experience of the Committee through its interaction with local populace and the sentiments echoed by the MPs reflect clearly that the picture regarding payment of wages is very grim. There is inordinate delay in payment of wages and despite that, the payment of delay compensation allowance is not at all adhered to strictly at majority of the places in the country. The Committee find this non-adherence to the provision of the Act regarding payment of delay compensation as a 'breach of trust' of the goal of the scheme, aimed at first place and thus, vehemently recommend the Department of Rural Development to ensure stricter compliance of the provision of MGNREGA Act, 2005 in payment of compensation so that delay compensation is paid immediately without any further lapse.

(Recommendation Sl. No. 9)

## 10. Unemployment Allowance

The Committee are taken aback and appalled at the blatant violation of the provision of unemployment allowance mandated through Section 7(1) of the

**MGNREGA, 2005 which envisages that if an applicant for employment under scheme is not provided employment within 15 days, he/she shall be entitled to a daily unemployment allowance that shall not be less than one-fourth of the wage rate for the first thirty days during the financial year and not less than one-half of the wage rate for the remaining period of the financial year. This being the legal mandate, while the stark reality reflects a dismal picture evinced by the data of the ministry which reflects that only Rs. 0.12 lakh in 2019-20, Rs. 0.03 lakh in 2020-21 and Zero amount in 2021-22 as on 05.11.2021 have been paid in the name of unemployment allowance. This is a shocking revelation to say the least and the Committee are dumbfounded at the state of affairs. The Committee are fully aware that it is the responsibility of each State Government to determine the rate of unemployment allowance and pay the same to the eligible applicants. Still, the Committee cannot decipher the role of the nodal agency, the Department of Rural Development in this regard merely 'passing the buck' and moving one's face in the opposite direction. This approach can not at all justify the inaction and callous methods of the Central Ministry regarding such a key provision. The Scheme is a Centrally Sponsored Scheme with all its modalities being supervised by the Department of Rural Development. In such scenario, the role of nodal agency is definitely of paramount importance and any inaction shows it in very poor light. Therefore, the Committee, while taking very strong notice of the dire situation firmly call upon the Department of Rural Development to shed its lackadaisical manner and ensure that the provision of MGNREG Act, 2005 do not remain unheeded but are implemented in true 'letter and spirit' on the ground level.**

**(Recommendation Sl. No. 10)**

**11. Muster updation at Gram Panchayat Level**

**The beneficiaries of MGNREGA become eligible for the payment of their wages after the muster closure on the completion of the work and fifteen days**

count (ceiling for wage payment) starts from this time onwards. During the deliberation of the Committee, Members sharing their ground experience brought before the Committee the startling fact of delay in muster roll updation as one of the main reasons for delay in payment of wages to the workers. The Committee, painfully, note the ordeal which the beneficiaries of MGNREGA undergo due to lethargic speed of muster clerks in updating the muster roll. Various reasons for this delay came up, primary being that of non-updation of muster roll at the level of Gram Panchayat itself. Instead, the prevalent practice of the muster clerks travelling to the Blocks for updating muster of 2-3 Gram Panchayats at once, perhaps due to non-availability of working internet connection at Gram Panchayat level or just a casual approach towards a major fundamental procedure upon which rests various further stages of payments came up. The Committee also noted this practice while on their study visits to different Gram Panchayats and were extremely anguished at the non-alacrity exhibited by the officials at Gram Panchayat level against their primary responsibility. Therefore, finding this exercise of timely muster roll updation as a very important factor in timely release of wages, the Committee urge the Department of Rural Development to issue necessary directions at all the concerned levels by also bringing the State Governments onboard for ensuring that the muster rolls are updated at the Gram Panchayat level itself without any delay.

(Recommendation SI. No. 11)

**12. Prompt release of Skilled/Material Share**

One of the key aspect which drew the attention of the Committee towards itself was the delay in the release of skilled labourers and material components share funds by the Centre and State. The funding pattern of the scheme clearly outlines that the Central Government shall meet the cost of up to three-fourths of the material cost of the Scheme including payment of wages to skilled and semi-

skilled workers while the State Government will bear one-fourth of the material cost of the Scheme including payment of wages to skilled and semi-skilled workers.

Despite a clear cut demarcation of funds origin and their supposed flow, there remained pendency in the release of such components. These delays ultimately cause the delay in the completion of works under MGNREGA owing to which the projects taken up under MGNREGA do not get completed on time and are often left incomplete for long period of time wasting the entire exercise of the creation of durable assets under MGNREGA. When queried upon this aspect, reasons being cited were non-completion of documentary procedures for the release of next batches of funds *et. al.* The Committee find a stereotypical excuse placed before them at almost most of the junctures wherein blame-game kept on changing posts but redressal remained elusive. Hence, the Committee recommend the Department of Rural Development to supervise this aspect at each level so that all pre-requisites and the formalities for timely release of funds are completed on time so that the status of completion of projects under MGNREGA do not get stuck or delayed for want of timely release of funds.

(Recommendation SI. No. 12)

13. Revision of 60%: 40% Wage-Material Ratio

The Committee take due note of the provision as per Para 20 of the Schedule-I of the Mahatma Gandhi NREGA that entails “for all works taken up under the scheme, by the Gram Panchayat and other implementing agencies, the cost of the material component including the wages of the skilled and semi skilled workers shall not exceed forty percent at the district level”. Thus 60% component is for the wages of unskilled labourers under MGNREGA. However, the Committee were enlightened during the course of meetings and also through their assessment on ground that with the passage of time, the nature of works under MGNREGA has undergone myriad changes and practices which were integral to the scheme at the



inception have now become obsolete and redundant at various places. With the evolution of time, the manual works being undertaken under MGNREGA are now being taken up by the usage of machines in the pretext that the demand of nature of works such as digging of ponds, construction of roads, leveling work etc necessarily require the increased usage of machines. This is an undeniable reality of today's situation that creation of asset of permanent nature through MGNREGA undoubtedly require the increased usage of machines. Majority of the works requiring only manual labours have been exhausted and same works are also beyond manual intervention. The Committee are well aware of the fact that usage of machines is permitted in few enlisted works under MGNREGA. However, still, the Committee feel that the 'need of the hour' has changed necessitating DoRD to take an informed decision regarding changes in requirement of works under MGNREGA as per usage. The increased usage of machine will only augment the nature of infrastructure creation under MGNREGA and with ever evolving list of permissible works, one can't shy away from the ground reality. In view of the existing situation, the Committee recommend the Department of Rural Development to conduct exhaustive exercise for assessing the ground condition regarding usage of machines and take a flexible and logical approach in reviewing and revising the present 60%:40% wage-material ratio in a manner commensurate with the present requirement.

(Recommendation SI. No. 13)

#### 14. Monitoring of Scheme through – Real Time Assessment Mechanisms

MGNREGA is a marquee scheme of the Government of India of enormous proportion with the intent of welfare of assets. The reach of this scheme assumes great value as it spans to every 'nook and corner' of the country in rural areas and the beneficiaries view it as a last 'fall back' hope. Even during the COVID pandemic, when various other schemes could not progress on a good rate owing to various Standard Operating Procedures put in place for the prevention of spread of Corona

virus, the BE of MGNREGA was hiked by Rs. 40,000/- crore during financial year 2020-21, which is a clear indicator of the fact that this scheme provided succor to the poor and needy of the rural masses. The Committee, take cognizance of the above facts and feel that the enormity of this scheme along-with huge finances involved in it all the more necessitates a much robust mechanism of monitoring. Although provisions are already in place under MGNREGA, however, the Committee are still of the unanimous opinion that the aspect of real time monitoring of the scheme may be increased and strengthened further to have an honest assessment of the ground reality. Beside geo-tagging of assets under MGNREGA, steps may-be devised to supervise and monitor ongoing works through real time surveillance systems and increased uses of technology for also verifying the number of labourers engaged along-with checking of their credentials like genuinity of job cards, etc. This mechanism would go a long way in ensuring the progress of MGNREGA as envisaged, while covering the loopholes and vulnerabilities in its ground zero implementation. Therefore, the Committee strongly recommend to devise/strengthen 'real-time' surveillance system for having stricter and effective monitoring of the scheme.

(Recommendation SI. No. 14)

15. **Strict adherence to the provision of conduct of Social Audits of Gram Panchayats**

“The Gram Sabha shall conduct regular Social Audits of all the projects under the scheme taken up within the Gram Panchayat” is an integral provision of the MGNREG Act, 2005. Further, the Secretary, DoRD deposed before the Committee that as per Social Audit rules there is a mechanism of conducting Social Audits of the Gram Panchayats twice a year. Despite the provision and the rules, the Committee find to its utter dismay that the actual implementation of this provision is poor and abysmally low figures of audit of Gram Panchayats come

before the Committee. While only 29,611 Gram Panchayats were audited at least once in financial year 2020-21, the picture is even more bleak during the current financial year 2021-22 with only 18,589 Gram Panchayats audited so far out of total 2,68,981 Gram Panchayats. These are ridiculously low figures reflecting a very poor adherence to such an important mechanism of monitoring/accounting of Gram Panchayats by the Gram Sabha. The Committee take a very strong view of this negligent and non-serious approach elicited by the concerned agencies in obviating the regular conduct of Social Audits of the Gram Panchayats and vehemently urge Department of Rural Development to take up this matter in all earnest with a firm resolve and ensure that the Gram Panchayats do not go unaudited during the financial year. The Committee also desire that a copy of such audit report received in time by the Department may be forwarded to the Committee through Secretary, DoRD for information. (Recommendation SI. No. 15)

16. Placement of Social Audit reports in public domain for increasing transparency

The other aspect concerning with Social Audits of Gram Panchayats that flummoxed the Committee was that of absence of Social Audit Reports for public. The Committee could not fathom the logic behind non-publication of Social Audit Reports so far. The Scheme of MGNREGA runs on a huge budget and accounting of every penny spent under the scheme needs to be mandatorily brought to fore in public domain. Until and unless the agencies and other stakeholders, primary being Gram Panchayats are not held accountable for their performances, such welfare scheme would not be able to serve the purpose it was meant to, at its initiation. The people have the right to know the detail of the work done and amount spent in this regard, through MGNREGA and thus, it is essential to bring all Audit Reports Gram Panchayat-wise in full public domain, accessible to anyone who wants to know about it. Therefore, the Committee, unequivocally recommend the

Department of Rural Development to take stock of the situation and devise mechanism for timely placement of Social Audit Reports of Gram Panchayats immediately after the audit exercise is over. (Recommendation SI. No. 16)

17. **Mandatory Participation of Officials of concerned Departments**

Among the various issues thwarting the successful implementation and conduct of MGNREGA works at ground level, one of the primary lacuna that emerged before the Committee was that of non-participation of officials of concerned Departments for a thread-bare discussion at the time of deciding the works that need to be undertaken through MGNREGA by the Gram Panchayats. The Committee find this aspect baffling as the success of projects taken under MGNREGA solely depend on the choices made at the selection level itself and also merit the inputs from the officials of the concerned departments. The discussion at the selection of projects' time delineate the administrative and infrastructure teething issues at the onset and various clearances and other procedural hassles can be obtained at early stage. Rather than the stalling of projects at later stages, discussion at initial moment would perhaps go a long way in ensuring the success of MGNREGA works. Thus, the Committee recommend Department of Rural Development to ensure the mandatory participation of concerned officials of Government agencies/departments at the stage of selection of works by the Gram Panchayats under MGNREGA. (Recommendation SI. No. 17)

18. **Monitoring of agencies entrusted with 50% works under MGNREGA**

The provisions of MGNREGA permits for the 50% of works to be done through Gram Panchayats while the other 50% of works to be undertaken through different agencies/departments. While the attention centres around the work done through Gram Panchayats and monitoring of work through Gram Panchayats take front seat, perhaps the monitoring of works done under MGNREGA by other agencies

merit a relook. The Committee note that although majority of the works under MGNREGA are being conducted through Gram Panchayats, yet the different yardstick of monitoring is followed *vis-à-vis* work done by the other agencies. Therefore, the Committee recommend the Department of Rural Development to employ the same yardstick of monitoring on all the works under MGNREGA and the Monitoring/Social Audit of works through other agencies should be given equal weightage. (Recommendation SI. No. 18)

19. Fake Job Cards

One of the malaise afflicting the implementation of the scheme since inception has been the rampant prevalence of fake job cards as highlighted through various quarters. The Committee find through the dialogue with stakeholders and assessment of ground reality through study visits that there is a possibility of collusion between the unscrupulous elements at the Gram Panchayat level along-with erring officials who not only facilitate the issuance of fake job cards by way of manipulating the genuine beneficiaries but also devise fraudulent means for creating fake job cards and signatures. Therefore, it cannot be rule out that there is also a huge nexus of commission mongering agents whereby wages under the garb of fake labourers are being collected and distributed on commission basis. Although the creation of job cards has gone through manifold changes over the years, still the fraud created through connivance of mischievous characters at ground level not only undermine the scheme but also deprive genuine beneficiaries from their legitimate and need based right. The Committee, therefore, strongly recommend the Department of Rural Development to keep a hawkish eye of surveillance over the issue of job cards and monitor each aspect associated with job cards with increased seriousness.

(Recommendation SI. No. 19)

**20. Durability of Assets Created under MGNREGA**

A key issue pertaining with the assets created under MGNREGA has been that of durability. The Committee note the fact that mere creation of assets under MGNREGA does not suffice the objective of the scheme. The intent of the scheme was not only to provide wage guarantee to rural masses but also that of creation of infrastructure through durable assets such as ponds, Gram Panchayat Bhawans, roads, etc. Therefore, until and unless the quality of assets created under MGNREGA is not maintained, the purpose of the scheme is defeated. Hence, it is of utmost importance that the durability of assets is maintained under MGNREGA. Thus, the Committee strongly recommend Department of Rural Development to ensure stricter compliance with the qualitative and maintenance aspect of infrastructure or other assets created through MGNREGA funds for the better realization of the objectives of the scheme.

(Recommendation SI. No. 20)

**21. Provision of lining of Ponds with Plastic through MGNREGA**

The Committee while going through the examination of the subject MGNREGA pondered over the multifaceted approach that can be undertaken through this scheme which can help achieve more than one target in 'one go'. Specifically discussing about the drought prone areas and the scarcity of water also in rainfed areas for their agricultural works, the Committee harped upon the feasibility of lining of ponds / dug wells / pits with plastic so that the water is stored in them during the rainy season for future agricultural works. More often than not it has been observed that the farmers of rain deficient region somehow sow their crop and wait for proper rainfall for water needs. Even if they are able to irrigate their crops initially but later are not able to do so owing to the scarcity of rains. This situation can be eased a bit if through MGNREGA works the water is stored

and not allowed to be wasted by the lining of plastic done all around with proper cover so that water so stored is not evaporated by scorching heat and this water can be used in the time of need when there is severe shortage. On the one hand, it will create a new area of work while on the other hand it will create a reservoir of water in rain deficient regions. The Committee are aware of the fact that the concept of 'ground water recharging' exists, but still, it recommend Department of Rural Development to examine this issue based on geographical stretch and specific location which are deprived of water mostly and come up with suitable revision in their list of permissible works by including the plastic lining of ponds also.

(Recommendation SI. No. 21)

**22. Promotion of 'Buldhana Pattern'**

In recent times, a much recognized and appreciated framework of work obtained through the convergence of water conservation aspect with National Highway Construction has garnered huge praise and National recognition, is that of 'Buldhana Pattern' First time used in the Buldhana District of Maharashtra in the drought affected Vidarbha region. This pattern synchronizes the work of water conservation through desilting and deepening of waterbodies by the removal of earthen material and silt and using this material for National Highway. Thus, a unique and beautiful symbiotic relationship is being observed between two aspects of development wherein the raw material for road construction is obtained from the clogged and overflowing water bodies through their desiltation. This not only rejuvenates the water bodies and deepens them but also provide cheap and easily available raw material for the road construction. The Committee applauded this 'Buldhana Pattern' and unanimously decide to urge the Department of Rural Development to examine the scope of this pattern to be brought under the ambit of MGNREGA works. Not only will this pattern create new and meaningful work under

MGNREGA but will also go a long way in increasing the resources of the country through convergence with other relevant schemes.

(Recommendation SI. No. 22)

23. Rejuvenation of Traditional Water Bodies

While examining the works permitted under 'National Resource Management' component of MGNREGA, the Committee feel that although the provision mandate for nurturing and strengthening water resources in the country through MGNREGA works, still much can be done by way of rejuvenating already existing dilapidated and unusable traditional water bodies like ponds, old wells and reservoirs, etc. The Committee note that work is progressing in this regard but the pace is very slow and a sustained focus for accelerated momentum is required. The Committee feel that rejuvenating traditional water bodies not in use at present will not only save financial resources but will also yield better results in much less amount of time. Such age old water bodies which used to be engineering marvels need to be studied extensively and through positive manipulation and better utilization of scientific temperament can again bring them back to their erstwhile glory. Thus, the Committee urge Department of Rural Development to ensure through stricter directives and supervision so that the traditional water bodies may be revived and rejuvenated using the MGNREGA resources.

(Recommendation SI. No. 23)

24. Promotion of Plantation of cash crops under MGRNEGA

Plantation of trees is a permissible work under MGRNEGA. According to the guidelines, saplings are planted on roadside, government lands or other feasible sites and are taken care of for the next three years. However, the Committee note that more often than not, plants of such nature are sowed which do not have any revenue generation capacity. Keeping them alive for 3 years and despite investing in them in terms of time, money and human resources entails quite a lot of effort.



The Committee feel that this provision under MGNREGA can be effectively utilized in a much more pragmatic manner so that the purpose of plantation is also solved on one hand while simultaneously creating a revenue model side by side. Plantation of cash crops like fruit bearing trees or trees having good wood quality for utilization purpose in the long term would perhaps amplify and add value to the work taken under MGNREGA. Therefore, the Committee recommend Department of Rural Development to suitably ammend their guidelines for the inclusion of mandatory plantation of such plants under MGNREGA works which bear fruits or products having economic value to aid the revenue of the local administration.

(Recommendation SI. No. 24)

**25. Inclusion of Agricultural Labourers/Works under MGNREGA**

A long pending demand to widen the ambit of works / nature of workers under MGNREGA which attracted the attention of the Committee was that of inclusion of agricultural labourers and variety of agricultural works also under the ambit of MGNREGA. On practical grounds, it is a known fact that the agricultural work comprises majority of the unskilled nature of works and utilizing this aspect can only widen the horizon of the permissibility of works under MGNREGA. There are numerous new works that can be undertaken in the villages under MGNREGA but cannot be done now since they do not fall under the permissible category. These works are in some way or other associated with agriculture related activities like sowing, reaping, cutting of weeds, fencing/barricading of farms and other earthen works associated with farming. Therefore, the Committee find it appropriate if a review of inclusion of agricultural works and agricultural labourers are done by the Department of Rural Development and recommend the Department to find ways by interpreting such requirements on practical terms so that more agricultural works and agricultural labourers are included under permissible domain of MGNREGA.

(Recommendation SI. No. 25)

**26. Skilling of MGNREGA workers**

The provisions of MGNREGA are aimed at the fulfillment of objective of providing mainly unskilled works to willing persons of rural population who do not have any other avenue of employment while also creating durable assets as a result. While 60% of the funds are earmarked for the payment of wages to unskilled labourers, the remaining 40% of the funds cover for material component and wages of skilled/semi-skilled workers employed as per requirement. In this context, the Committee are of the view that the above formula of fund division was done from the initiation of the scheme wherein primary works were concerned with unskilled manual component. However, with the passage of time and changing demands of infrastructure/asset creation, there is an increased need of skilled labourers to perform meaningful work under MGNREGA. Thus, the Committee are of the firm view that with growing requirement of skilled labour, it is perhaps in the fitness of things if skilling of labourers, already engaged in MGNREGA works is done simultaneously, so that in a span of time a pool of skilled labourers is created along-with fulfillment of objective of the scheme. Therefore, the Committee recommend the Department of Rural Development for creating ways and mechanism pragmatically for effectively carrying out the skilling of labourers which would certainly go a long way in not only ensuring the improvement of professional opportunities of labourers by equipping them with new armory of skill-set but would also augment the faster completion of MGNREGA works in future.

(Recommendation Sl. No. 26)

**27. Better Workplace for Women Workers**

From the replies submitted by the Department of Rural Development regarding the provision for creating a better workplace for women under MGNREGA, the Committee note that Para 23 and 24 of Schedule II of MGNREG Act,

2005 has mandated for the facilities of safe drinking water, shade for children, periods of rest, first aid box, deployment of a women from amongst women workers for providing child care services and encouragement to women for working as the mate (worksite supervisor). However, the ground experience is perhaps not according to the provision mandated and instances of non-compliance are visible at many locales. These provisions were indeed drafted with noble intent aimed at the welfare of women labourers and provide encouragement to them so that workers of female gender feel safe and have basic amenities to carry on their work under MGNREGA. Therefore, the Committee strongly recommend the Department of Rural Development to ensure stricter compliance with the provision for creating a better workplace for women workers without any laxity and also undertake surprise visits through Central Monitoring Agencies to keep a tab on the ground reality vis-à-vis implementation of the provisions of MGNREGA.

(Recommendation Sl. No. 27)

28. **Better Promotion of Women-Centric Works under MGNREGA**

MGNREG Act, 2005 mandates for the provision of minimum 33% of the work to be provided to the women labourers. It has been also taken note of the fact that average percentage of women participation across the country is hovering around the 50% mark for the last 5-6 years. In this regard, the Committee, however, feel that projects under MGNREGA should be envisaged which are women centric in nature and which could maintain and increase the women participation even further and can go a long way in women empowerment through economic independence too. The Committee also observe that there already exist self help groups of women in villages which are engaged in either farm works or animal rearing activities and these groups can be linked to MGNREGA to enable them a source of income. Therefore, the Committee recommend Department of Rural Development to

work upon the idea of promotion of women centric works under MGNREGA through creation or linkage of livelihood projects already in existence.

(Recommendation SI. No. 28)

29. **Strict Monitoring of fund transfer & Aadhar linkage**

A major bottleneck that emerged during the deliberations of the Committee having a negative impact of the timely transfer of wages to the beneficiaries of MGNREGA was the frequency of failed transactions and non-completion of Aadhar based payments in entirety. The Committee also note the judgment of Hon'ble Supreme Court on 26<sup>th</sup> September, 2018 whereby it has been stated that the benefits of subsidies or services from Central/State Government would only be given on furnishing proof of possession of Aadhar. Numerous instances of transfer of funds to the beneficiaries are present wherein amount do not credit into the accounts of the beneficiaries causing concern and inordinate delay in actual realization of wages to the beneficiaries. These are procedural lapses and need to be strengthened in a robust manner to avoid failed transactions causing pain to the MGNREGA workers. Therefore, the Committee recommend Department of Rural Development to complete the formalities at the earliest for the Aadhar Based Payment (ABP) to all the MGNREGA workers, while also ensuring tightening of payment modalities so as to redress the grievances of MGNREGA workers arising out of failed transactions.

(Recommendation SI. No. 29)

30. **Appointment of Ombudsmen**

With utmost concern and anguish over the repeated failure of the Department of Rural Development in complying with the provision of appointment of Ombudsmen, the Committee note that only 263 Ombudsmen have been appointed so far out of total 715 possible appointments. This is completely unacceptable and show a very grim picture of the coordination between the Centre and State nodal agencies. Such an important provision of the MGNREG Act, 2005

which gives the aggrieved beneficiaries a potent platform to approach for redressal of his/her grievance is left neglected. No reason on part of Department of Rural Development can probably be enough for justifying such callousness over a long period of time, i.e. since inception of MGNREGA. The Committee feel that all possible measures including punitive ones or stoppage of funds under MGNREGA to the erring States may be initiated by the Department of Rural Development to send a strong message to 'all and sundry' in the machinery that the time for casualness and irrational approach by the State Governments is over and that they need to act on war scale for ensuring the appointment of ombudsmen immediately. Therefore, the Committee in sternest possible manner recommend Department of Rural Development to shed its laxity and bring on-broad the State Governments, with firm resolve for ensuring the compliance with the provision of ombudsmen appointment. (Recommendation SI. No. 30)

31. Cases of Corruption/Malfeasance

The well being of the performance of any scheme involving huge public money can only be ascertained through the measure of issues pertaining to malpractices and misappropriation of funds. MGNREGA is a welfare scheme of gargantuan importance in a country where majority still reside in rural areas. It acts as succor in need of distress, this being vindicated during the ongoing Corona period wherein the steep hike in the BE of MGNREGA to the tune of Rs. 1,11,000/- crore in financial year 2020-21 and also the ongoing expenditure during the financial year 2021-22 denote that the scheme acquires paramount importance in terms of monitoring and surveillance so that even the single penny of taxpayers' account do not get misused through the nexus of unscrupulous and conniving officials of Gram Panchayats. The Committee have always sounded alert to the Department of Rural Development on every possible occasion through its various recommendations given earlier to increase the monitoring and strengthen the

payment system more so, through electronic mode and have a hawkish mode of surveillance through the usage of software based technology for fixing the accountability of everyone involved in the scheme. However, the Committee still find through the experience of ground reality shared by the members and also by having reality check through interactions with locals during its regular study-visits to different parts of the country that the situation is not so 'rosy' as depicted by the Department of Rural Development in reflecting through its data that only 45 number of complaints on irregularities in MGNREG Scheme and 28 number of complaints under misuse of funds have been received so far. This seem to be very far from the reality as instances are galore of issues of fake job cards, increased number of job cards than the beneficiaries, money changing hands in lieu of commission for showing fake list of beneficiaries and obtaining the total amount by the erring officials at different levels of implementation of the scheme. Moreover, poor maintenance of MGNREGA assets, pendency of wages on account of delay in muster update etc. complaints are innumerable on ground zero. However, the Committee find the corruption complaints under MGNREGA as on 11.11.21 being 1759 received and 1710 disposed while pendency being only 49. This again belies the stark reality evinced at the ground. Either 'all is well' or the mechanism of complaints and their redressal machinery is inaccessible to the aggrieved beneficiaries. It also reflects that Department of Rural Development is completely oblivious of the real situation associated with the implementation of MGNREGA and raises question over the National Level Monitors (NLM) of the Department. It is high time that the facts surrounding the scheme are explored, ascertained and accepted by the nodal agency of the scheme, i.e. Department of Rural Development before striving to reach towards solution to reduce anomalies and malpractices that is certainly having a detrimental effect on the success of the scheme. Therefore, the Committee with due concern and profound humility beseech upon

the wisdom of Department of Rural Development to not let a scheme of such importance engulf itself with the pangs of corrupt practices, instead, go all out and devise all possible stringent measures for the well-being and success of this scheme in a potent and transparent manner.

(Recommendation SI. No. 31)

**32. Increased Involvement of Members of Parliament**

The Committee find very disconcerting and disheartening, the treatment meted out to the elected public representatives and miniscule respect given to their experience of ground realities. The Members of Parliament are a repository of wide and diversified pool of knowledge enriched through the years of work done 'on-ground' and through their interaction with the local communities. They are always in the 'thick of things' and are perhaps the best resource to plan any project or development work in that specific area. Thus, it becomes imperative and is wise to tap into the pool of wisdom and knowledge of the local MPs at the time of finalization of works to be taken up under MGNREGA in that area. The Gram Sabha and Gram Panchayats officials should be instructed in no mean terms not to bypass but involve the local Members of Parliament in consultation and finalization processes. This would only strengthen and ensure the performance of the scheme in right directions. Therefore, the Committee recommend Department of Rural Development to ensure, by issuing all directives to the State Government and local bodies, the active and increased involvement of Members of Parliament in the implementation of MGNREGA.

(Recommendation SI. No. 32)

**33. Revamping of Scheme to meet the changing Demands including Medical Facilities to meet the challenges of Covid/Omicron**

**MGNREG Act, 2005 was implemented w.e.f. 01<sup>st</sup> April, 2008 in the entire country. 'Much water has flown under the bridge' since then and the 'need of the hour' is the review and revamping of MGNREGA Scheme in totality to meet the new demands while overcoming the impediments thrown in its path during its journey so far. The Committee strongly believe that value addition to the scheme such as skilling of labourers in different aspects, introduction of provision to upgrade the quality of life of the beneficiaries, increased utilization of technologies and software to ward off obstacles associated with wage transfer and verification of job cards are just a few required changes. Moreover, the Committee also opine that unified wage rate after revision, removal of disparity of wages, increasing number of days of guaranteed work, completing Aadhar based payment system, review of 60%: 40% wage material ratio, inclusion of new works and robust mechanism of monitoring are also urgent areas of review. The Committee are also of the strong opinion that in prevailing situation of Covid needs/Omicron pandemic, it is imperative that all labourers working under MGNREGA must be given free basic medical facilities attached with Job Cards at the doorstep of respective villages to make them healthy to contribute more for creation of durable assets for the country. Therefore, the Committee urge Department of Rural Development to conduct a holistic review of the scheme and undertake the exercise of its revamping for prolonged successful implementation of MGRNEGA.**

**(Recommendation SI. No. 33)**

**NEW DELHI;  
04 February, 2022  
15 Magha, 1943 (Saka)**

**PRATAPRAO JADHAV  
Chairperson,  
Standing Committee on Rural Development & Panchayati Raj**



**STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)****MINUTES OF THE THIRD SITTING OF THE COMMITTEE HELD ON  
MONDAY, 09 NOVEMBER, 2020**

The Committee sat from 1400 hrs. to 1630 hrs. in Committee Room. 'D,'Ground Floor, Parliament House Annexe (PHA), New Delhi.

**Prataprao Jadhav -- Chairperson**

**MEMBERS****Lok Sabha**

2. Shri Sukhbir Singh Jaunapuria
3. Dr. Mohammad Jawed
4. Shri Janardan Mishra
5. Shri Talari Rangaiah
6. Smt Gitaben Vajesingbhai Rathva
7. Shri Vivek Narayan Shejwalkar
8. Shri Brijbhushan Sharan Singh
9. Dr. Alok Kumar Suman

**Rajya Sabha**

10. Shri Iranna Kadadi
11. Shri Sujeet Kumar
12. Shri Nazir Ahmed Laway
13. Shri Ajay Pratap Singh

**SECRETARIAT**

1. Shri D. R. Shekhar - Joint Secretary
2. Smt. Emma C. Barwa - Additional Director

**Ministry of Rural Development (Department of Rural Development)**

1. Shri Nagendra Nath Sinha - Secretary
2. Shri Rohit Kumar - Joint Secretary (Rural Employment)
3. Shri Dharamvir Jha - Director (MGNREGS)
4. Shri Amrendra Pratap Singh - Joint Director (MGNREGS),

At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for briefing of the representatives of Department of Rural Development (Ministry of Rural Development) on the subject 'Critical Evaluation of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)'.

*[Thereafter witnesses were called in]*

2. The Chairperson welcomed the witnesses and in his opening remarks outlined that MGNREGA sought to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled work. The Chairperson drew the attention of the Ministry about the direction regarding confidentiality of the discussions before the start of the meeting. Thereafter, the witnesses introduced themselves to the Committee and the Secretary, Department of Rural Development made a Power Point Presentation. The representatives of the Department of Rural Development (Ministry of Rural Development) briefed and threw light upon the performance of this scheme since its inception which *inter-alia* included the physical and financial progress made during the year 2020-21 alongwith other achievements and new initiatives undertaken under the scheme while also elaborated the constraints being faced by the scheme.

4. Subsequently, Members raised their individual queries.

5. The queries of the Members were replied by the Secretary, Department of Rural Development (Ministry of Rural Development), on certain issues Ministry could not reply and they were requested to send written replies thereto in writing within 15 days.

*The Committee then adjourned.*

A record of verbatim proceedings has been kept.

**STANDING COMMITTEE ON RURAL DEVELOPMENT (2020-2021)****MINUTES OF THE THIRTEENTH SITTING OF THE COMMITTEE HELD ON THURSDAY, 09 SEPTEMBER, 2021**

The Committee sat from 1500 hrs. to 1735 hrs. in Committee Room. 'C,'Ground Floor, Parliament House Annexe (PHA), New Delhi.

**Prataprao Jadhav -- Chairperson**

**MEMBERS*****Lok Sabha***

22. Shri A.K.P. Chinraj
23. Shri Vijay Kumar Dubey
24. Shri Sukhbir Singh Jaunapuria
25. Dr. Mohammad Jawed
26. Prof. Rita Bahuguna Joshi
27. Shri Janardan Mishra
28. Smt. Gitaben Vajesingbhai Rathva
29. Shri Vivek Narayan Shejwalkar
30. Shri Brijbhushan Sharan Singh
31. Shri Shyam Singh Yadav

***Rajya Sabha***

32. Shri Iranna Kadadi
33. Shri Sujeet Kumar
34. Shri Dineshchandra Jemalbai Anavidya
35. Shri Rathwa Naranbhai Jemlabhai
36. Shri Ram Shakal
37. Shri Ajay Pratap Singh

***SECRETARIAT***

3. Shri A. K. Shah - Director
4. Smt. Emma C. Barwa - Additional Director
5. Shri Nishant Mehra - Deputy Secretary

**Ministry of Rural Development (Department of Rural Development)**

- |    |                            |   |                                    |
|----|----------------------------|---|------------------------------------|
| 5. | Shri Nagendra Nath Sinha   | - | Secretary                          |
| 6. | Shri Rohit Kumar           | - | Joint Secretary (Rural Employment) |
| 7. | Shri Dharamvir Jha         | - | Director (MGNREGS)                 |
| 8. | Shri Amrendra Pratap Singh | - | Joint Director (MGNREGS),          |

At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking evidence of the representatives of Department of Rural Development (Ministry of Rural Development) on the subject 'Critical Evaluation of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)' and informed the Members about the current sitting being the last of the term i.e. 2020-21. Further, the work done by the Committee during the entire term was also reviewed.

*[Thereafter witnesses were called in]*

2. The Chairperson welcomed the witnesses and in his opening remarks outlined that MGNREGA sought to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled work. The Chairperson drew the attention of the Ministry about the direction regarding confidentiality of the discussions before the start of the meeting. Thereafter, the witnesses introduced themselves to the Committee and the Secretary, Department of Rural Development made a Power Point Presentation. The representatives of the Department of Rural Development (Ministry of Rural Development) further threw light upon the performance of this scheme since its inception which *inter-alia* included the physical and financial progress made so far alongwith other achievements and new initiatives undertaken under the scheme while also elaborated the constraints being faced by the scheme.

4. Subsequently, Members raised their individual queries.

5. The queries of the Members were replied by the Secretary, Department of Rural Development (Ministry of Rural Development), on certain issues Ministry could not reply and they were requested to send written replies thereto in writing within 15 days.

*The Committee then adjourned.*

A record of verbatim proceedings has been kept.

**STANDING COMMITTEE ON RURAL DEVELOPMENT**  
**& PANCHAYATI RAJ (2021-2022)**

MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON  
FRIDAY, THE 04 FEBRUARY, 2022

The Committee sat from 1500 hrs. to 1545 hrs. in Committee Room No. 'B',  
Ground Floor, Parliament House Annexe, New Delhi.

**PRESENT**

Shri Prataprao Jadhav      --      *Chairperson*

**MEMBERS**  
**LOK SABHA**

2. Shri A. K. P. Chinraj
3. Dr. Mohammad Jawed
4. Shri Narendra Kumar
5. Shri Janardan Mishra
6. Shri Talari Rangaiah
7. Smt. Gitaben Vajesingbhai Rathva
8. Shri Vivek Narayan Shejwalkar
9. Dr. Alok Kumar Suman
10. Shri Sukhbir Singh Jaunapuria

**Rajya Sabha**

11. Shri Dineshchandra Jemalbhai Anavadiya
12. Shri Iranna Kadadi
13. Shri Ajay Pratap Singh

**Secretariat**

1. Shri D. R. Shekhar      -      Joint Secretary
2. Shri A. K. Shah      -      Director
3. Smt. Emma C. Barwa      -      Additional Director
4. Shri Nishant Mehra      -      Deputy Secretary

2. At the outset, the Chairperson welcomed the Members of the Committee to the sitting convened to consider and adopt Draft Report on the Subject 'Critical Evaluation of Mahatma Gandhi National Rural Employment Act (MGNREGA)' pertaining to the Ministry of Rural Development (Department of Rural Development). Thereafter, the Chairperson highlighted the major recommendations contained in the Draft Report.

3. After discussing the above Draft Report in detail, the Committee adopted the same without any modifications. The Committee then authorised the Chairperson to finalise the aforesaid Report and present the same in the House.

4. The Committee appreciated the work done and the assistance rendered to them by the Secretariat.

The Committee then adjourned.

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## State / UT wise Financial Misappropriation Recovery Report

SR#	State Name	Total number of Cases	Corresponding Financial Misappropriation Amount (Rs.)	Decided Cases	Corresponding Misappropriation Amount to be recovered as per decision (Rs.)	No. of decided Cases for which misappropriation amount needs to be recovered	Amount to be recovered (Rs.)	No. of decided Cases for which Recovery is done	Total amount recovered (Rs.)
1	ANDHRA PRADESH	1,19,964	₹2,61,34,70,548	14,287	₹35,53,80,459	12,451	₹34,37,60,826	1,836	₹1,12,53,657
2	ARUNACHAL PRADESH	0	₹0	0	₹0	0	₹0	0	₹0
3	ASSAM	106	₹35,27,722	0	₹0	0	₹0	0	₹0
4	BIHAR	2,055	₹12,34,74,046	0	₹0	0	₹0	0	₹0
5	CHHATTISGARH	10,576	₹52,58,55,462	1,060	₹2,79,77,631	968	₹2,68,23,884	92	₹10,64,645
6	GOA	0	₹0	0	₹0	0	₹0	0	₹0
7	GUJARAT	10	₹6,749	0	₹0	0	₹0	0	₹0
8	HARYANA	15	₹5,95,749	2	₹4,13,676	2	₹4,13,676	0	₹0
9	HIMACHAL PRADESH	6,916	₹4,84,16,778	1,253	₹1,13,22,300	465	₹1,05,50,344	788	₹7,27,601
10	JAMMU AND KASHMIR	131	₹29,51,986	21	₹10,01,752	19	₹9,82,528	2	₹13,920
11	JHARKHAND	18,563	₹52,19,16,399	9,907	₹37,43,70,153	8,668	₹34,08,10,836	1,239	₹3,00,66,677
12	KARNATAKA	42,151	₹1,74,91,65,405	2,498	₹9,22,93,330	1,558	₹7,82,44,354	940	₹1,03,89,726
13	KERALA	0	₹0	0	₹0	0	₹0	0	₹0
14	LADAKH	0	₹0	0	₹0	0	₹0	0	₹0
15	MADHYA PRADESH	861	₹1,89,39,668	74	₹32,84,845	31	₹22,63,192	43	₹9,28,381
16	MAHARASHTRA	300	₹2,00,37,304	50	₹67,31,153	45	₹66,22,923	5	₹1,07,012
17	MANIPUR	19	₹2,01,459	9	₹1,82,494	2	₹45,000	7	₹1,37,494
18	MEGHALAYA	78	₹9,32,246	2	₹1,34,896	1	₹70,000	1	₹64,896
19	MIZORAM	165	₹1,13,70,740	28	₹5,32,758	15	₹4,11,550	13	₹1,21,208
20	NAGALAND	477	₹2,03,28,470	110	₹1,54,93,206	107	₹1,54,78,392	3	₹14,814
21	ODISHA	1,311	₹4,80,10,715	459	₹1,60,24,506	219	₹96,65,487	240	₹50,29,763
22	PUNJAB	2,640	₹26,78,68,888	162	₹1,18,49,907	138	₹96,46,903	24	₹19,56,557
23	RAJASTHAN	7	₹0	0	₹0	0	₹0	0	₹0
24	SIKKIM	476	₹2,23,54,484	110	₹1,12,24,948	95	₹1,01,00,557	15	₹11,24,391
25	TAMIL NADU	1,58,822	₹2,46,13,15,667	31,908	₹33,34,95,906	20,474	₹28,46,60,368	11,434	₹4,65,09,366

SR#	State Name	Total number of Cases	Corresponding Financial Misappropriation Amount (Rs.)	Decided Cases	Corresponding Misappropriation Amount to be recovered as per decision (Rs.)	No. of decided Cases for which misappropriation amount needs to be recovered	Amount to be recovered (Rs.)	No. of decided Cases for which Recovery is done	Total amount recovered (Rs.)
26	TELANGANA	42,721	₹86,98,40,711	2,325	₹24,47,97,436	2,236	₹24,00,58,507	89	₹10,90,035
27	TRIPURA	925	₹13,21,49,726	379	₹8,36,03,210	325	₹7,62,53,187	54	₹67,70,447
28	UTTAR PRADESH	7,044	₹21,32,93,712	353	₹1,90,19,521	301	₹1,63,36,607	52	₹25,27,656
29	UTTARAKHAND	1,628	₹4,82,16,288	382	₹2,42,33,964	334	₹2,36,03,657	48	₹5,82,671
30	WEST BENGAL	2,908	₹2,45,43,919	66	₹64,55,663	53	₹62,50,805	13	₹1,31,979
31	ANDAMAN & NICOBAR	0	₹0	0	₹0	0	₹0	0	₹0
32	LAKSHADWEEP	0	₹0	0	₹0	0	₹0	0	₹0
33	PUDUCHERRY	0	₹0	0	₹0	0	₹0	0	₹0
34	THE DADRA AND NAGAR HAVELI AND DAMAN AND DIU	0	₹0	0	₹0	0	₹0	0	₹0
	<b>Total</b>	<b>4,20,869</b>	<b>₹9,74,87,84,841</b>	<b>65,445</b>	<b>₹1,63,98,23,714</b>	<b>48,507</b>	<b>₹1,50,30,53,583</b>	<b>16,938</b>	<b>₹12,06,12,896</b>

(RLoP31, Nov 21, Tables @ pg 25)