

‘Engaging Community to Ensure Accountability in NREGS’

Final Report



**CUTS Centre for Consumer Action, Research & Training, Jaipur
In partnership with the World Bank**



**“Assessing 2Qs (Quality & Quantity) Outputs of
the ‘National Rural Employment Guarantee
Scheme’ (NREGS), as per provisions of NREGA
(2005) in Sirohi District of Rajasthan, India”**

Final Report

Authors

**George Cherian
Om Prakash Arya**

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List of Acronyms

BLCs	Block Level Consultations
BPL	Below Poverty Line
BSR	Basic Standard Rate
CRC	Citizen Report Card
CREP	Crash Rural Employment Programme
CSC	Community Score Card
CSO	Civil Society Organisations
CUTS CART	CUTS Centre for Action, Research & Training
DDP	District Development Programme
DLD	District Level Dissemination
DPAP	Drought Prone Area Development Programme
(DSR)	District Schedule Rate
EAS	Employment Assurance Scheme
EGA	Employment Guarantee Act
FFW	Food for Work
IDS	Institute of Development Studies
JGSY	Jawahar Gramin Rozgar Yojana
JRY	Jawahar Rozgar Yojana
MDMS	Mid-Day Meal Scheme
NCRL	National Commission on Rural Labour
NDC	National Development Council
NREGA	National Rural Employment Guarantee Act
NREGS	National Rural Employment Guarantee Scheme
NREP	National Rural Employment Programme
NSS	National Sample Survey
OBC	Other Backward Class
OSD	Officer on Special Duty
PDS	Public Distribution System
PETS	Participatory Expenditure Tracking Survey

PIREP	Pilot Rural Employment Programme
PRIs	Panchayati Raj Institutions
RLEGP	Rural Labour Employment Guarantee Programme
RTI	Right to Information
SC	Schedule Caste
SGRY	Sampoorna Gramin Rozgar Yojana
SHGs	Self Help Groups
ST	Schedule Tribe
UPA	United Progressive Alliance
WDR	World Development Report

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Executive Summary

Almost two and half years ago when National Rural Employment Guarantee Act (NREGA) ([Annexure I](#)) came into existence on February 02, 2006 after a long struggle for enforcing the right to employment, it was widely acknowledged as a pioneering legislation by which poor can expect to earn a living wage without losing their dignity and demand this as a right. The Act guarantees 100 days of unskilled work to every rural households at statutory minimum wage within 15 days of demand and also within the radius of 5 km. If work is not provided to anybody within specified time and distance, she or he is entitled to get allowances.

In compliance of the Act, the National Rural Employment Guarantee Scheme (NREGS) was launched in 2006 most backward districts of India including six (Baanswara, Dungerpur, Jhalawad, Karauli, Sirohi & Udaipur) of Rajasthan on September 7, 2005. Six more districts of Rajasthan namely Tonk, Sawai Madhopur, Chittorgarh, Barmer, Jalore and Jaisalmer were brought under the scheme on March 14, 2007 with 124 other districts of India and the scheme was extended to whole territory on April 01, 2008.

NREGA has a special feature of social audit at its central focus that is a part of major objective of ensuring public accountability in implementing act, policies and schemes. It was thought, before the extension of scheme to the whole country, it would be crucial to assess the implementation from various angles of accountability. Since the scheme is new and has a vital place for civic engagement under the mandate of the Act, a bunch of issues demanding attention would emerge during the assessment. In this context, CUTS Centre for Action, Research & Training (CUTS CART) launched a project entitled, ‘Assessing 2Qs (Quality & Quantity) Outputs of the ‘National Rural Employment Guarantee Scheme’ (NREGS), as per provisions of NREGA (2005) in Sirohi District of Rajasthan’, which is built on the foundation of social accountability.

The concept of project arose from the concern of weak accountability rampant in government offices and departments, and more from the fact that none of the development programmes/schemes are keeping optimum pace, resulting in poor service delivery and in turn public expenditure outcomes. Through the use of tools of Social Accountability in the phase-I of project, which tracked the expenditure of Mid-Day Meal Scheme (MDMS) and generated the report ([Annexure II](#)) from the stakeholders of 14 blocks of the Chittorgarh district, CUTS drew overwhelming response and success in initiating changes in policies and influencing policy makers. For piloting Social Accountability approach in the phase-II of project, NREGS was chosen as testing laboratory and district Sirohi was chosen as the target area for the research study.

In principle, democracy revolves round the basic idea of citizens being at the centre of governance. The Act for employment guarantee is made possible by taking into account this basic concept whereby common citizens are given the central role in the different stages of implementation – right from planning stage to evaluation stage. This study has also looked into the aspect whether this people-centric Act is really taking people into

account; whether they are satisfied with the benefits they are entitled under the Act, including several other related questions.

The primary purpose of coming out with the status of implementation of NREGS in Sirohi is not only to point out the shortcomings in implementation, fix the responsibility or to blame the administration. The larger aim of the report is to come out with the highlights of the implementation of the scheme and to build joint ownership of ensuring accountability, to improve the strategy of support at the grassroots and full guarantee of the entitlements on the basis of learning emerged out of the experiences and observations during the assessment. Additionally, it aims to influence the programme design and operational areas in respective district as well as states and at the national level by establishing regular dialogue process with the senior policy makers and influencers especially in context of entitlements access by the poor.

Methodology Adopted and Process

- Government officials (at various levels) and community stakeholders were actively engaged in different activities at different stages of the project.
- Random sampling method was applied for sampling to avoid any biasness.
- Sample size was kept in a manner to avoid any intolerable error.
- Field testing of the questionnaire before survey, proper monitoring and rechecking of filled up questionnaires was done to avoid mistakes or manipulation.
- Compiling and interpreting data from the perspective of service recipients and providers as well and incorporating observations obtained through meetings, consultations, discussions etc., was actualised before reaching a concrete conclusion.
- Brainstorming on key survey findings with the concerned stakeholders was ensured.
- A set of recommendations and doable action points emerging out of discussions with the aim of taking it forward to the state government as well as other concerned authorities was prepared.

Key Research Findings and Observations

Citizen's Say

Nearly 75 percent of people in Sirohi district feel that their family condition has improved after they began earning through the NREGS. This has further resulted in transformation in the socio-economic status of the women and also in decision making process in the households. Around 51 percent of the women admit improvement in their living standard following by increased income generation through the NREGS. However, women beneficiaries are facing certain difficulties in terms of facilities at the worksite especially for looking after the children). Only 65 percent of workers accept the availability of crèche at the worksite.

The study noted that major attraction of the scheme is that it provides employment during lean season in their own village which has ultimately reduced the migration by 3 percent in the district. About 85 people reported that availability of work in abundance under

NREGS has also been able to increase the bargaining power of the labourers considerably and it has also helped in creating assets, which will result in sustainable livelihoods, report 85 percent people.

The study has also identified that around 63 percent of the workers are unaware of the basic provisions under NREGS, while about 40 percent complain of not being made part in decision making process in activities like work selection etc. So it was clearly observed that the recipients of services feel at the receiving end and at many times have compromised on their entitlements because of powerful service providers.

Percentage of satisfaction on effectiveness of grievance redressal mechanism available was 39 percent, while 56 percent people alleged that the scheme's implementation lacked honesty and 48 percent singled out lack of transparency and accountability. Lack of detailed information about budget, expenditure about the ongoing works, behaviour of local service providers at worksite toward workers and timely wage disbursement were also found as obstacles during community score card (CSC) process in the implementation of NREGS. As an important outcome of the interviews and meetings, the lack of support and technical staffs came out as major obstacle in the path of smooth implementation of NREGS.

PRI's Concerns

Panchayati Raj Institutions (PRIs) are made major players in NREGA, not only for planning and implementation but also for monitoring and evaluation. But PRIs have become mainly implementing bodies and most of the powers are concentrated in the hands of government authorities particularly for the approval of work under NREGS. This has led to conflict at many places between government officials and PRI representatives. Given the lack of technical training, PRI members feel difficulties at different stages of implementation of NREGS. Social audits are also for the namesake.

Larger Questions

NREGA guides to maintain ratio for labour and material as 60:40 with a motive to generate more employment. Whether it is a wise-worthy provision under the Act or not we are motivating rural mass to remain unskilled and at the same time creating washable works under the scheme?

Have continuous task reduction under NREGS to provide them minimum statutory wage drawn labourers apart from using their full potential?

Work under NREGS runs through out the year including the season of intensive agricultural work. Due to heavy rise in bargaining power of the labourers, the agricultural land available in the country is not being fully cultivated Can this situation lead us gradually towards the food insecurity?

Why is there no provision in the NREGS towards the job seekers with physical incapability and disability?

1. Introduction

1.1 Employment Schemes: History

India is an agrarian economy with more than two third of the rural population is directly dependent on agriculture. Nearly 78 percent of the cultivators are small and marginal (possessing less than 2 hectares of land each) farmers. Of these, 31.15 percent have less than 0.2 ha of land and 11.25 percent are almost landless (Agriculture Census 1990-91). The main source of employment for most of these people is agriculture labour. However, agriculture wages are available only during agricultural activities, which is 90 to 120 days in a year. During the lean season, most of these people are either under-employed or even unemployed. This adds to India's growing population of labour force at quite a high rate, and to create jobs for an ever increasing working population is a very difficult task.

The rural unemployed can be divided into four categories: (i) literate skilled; (ii) literate unskilled; (iii) illiterate skilled; and (iv) illiterate unskilled. A great majority of the rural unemployed belongs to the fourth category that survives with only on their physical labour. Poverty is therefore more concentrated among the people of this category. Keeping these factors in view and to provide employment to these people, the Government of India, for the first time, introduced a Crash Rural Employment Programme (CREP) in 1969 on a pilot basis in some selected districts and later expanded it to a few more districts, where the agriculture labour population was comparatively high. Again in 1973-74, a Pilot Rural Employment Programme (PIREP) was launched in areas presumed to be critically affected by the problem of unemployment.

During the 4th Five-year Plan wage employment programmes were introduced on a trial basis to help agriculture labour to get employment during the lean season. The two programmes under implementation during 4th and 5th Five-year Plans were CREP and PIREP covering nearly 2000 blocks in the country, which were identified as having concentrations of agricultural labourers with acute problems of unemployment and underemployment. In 1978-79, these two programmes were merged and a new programme called Food for Work (FFW) was launched. During that period, the food stocks of the country were plentiful and it was thought that by providing food-grains as part of the wages, it would not only provide food at a cheaper rate to the wage earners, but also solve the problem of financial resources needed for the wage employment and at the same time make the best use of the available food stocks in the country.

In 1980, FFW was redesigned and renamed the National Rural Employment Programme (NREP) and extended to all the districts and blocks in the country. With the expansion of the coverage of the NREP, the resources for generating wage employment at the village level were found to be inadequate and therefore it was not possible to provide adequate wage employment to the wage seekers in the rural area. It was observed that NREP was not able to cover even 50 percent of the villages in the country. In order to supplement the coverage of NREP and also to ensure wage employment for a minimum of 100 days in a year for at least one person from each family of agriculture labourers, another programme called the Rural Labour Employment Guarantee Programme (RLEG) was

introduced in the year 1983. RLEGP was a centrally sponsored programme with 80 percent share from the Central Government and 20 percent from the states. The evaluation of RLEGP, however, revealed that even after 7-8 years of implementation, their coverage was just around 55 percent. It was also pointed out that the objective of providing assured 100 days employment to at least one person of an agriculture labour family could not be met.

To carry forward the earlier wage employment programmes like CREP, PIREP and (FFW of the 1970s and NREP, RLEGP of the 1980s, *Jawahar Rozgar Yojana* (JRY) was launched in 1989 (see Table 1). The programme helped in the construction of community assets like *Panchayat Ghars*, Common Work sheds, Schools and *Anganwadi* buildings, etc. Now, JRY and EAS have been amalgamated into a single programme called *Sampoorna Gramin Rozgar Yojana* (SGRY), which has been designed to support the development of infrastructure for basic services and natural and community resources to provide more opportunities for rural livelihoods and also generate more wage employment.

Table 1: Wage Employment Programmes in India

S.No.	Schemes/Programmes	Launch Year	Allocation (in crore)
1	National Rural Employment Programme (NREP)	1980	6th Plan (1980-85) : Rs. 980 7th Plan (1985-90) : Rs. 1,682
2	Rural Landless Employment Guarantee (RLEG)	1983	6th Plan (1983-85) : Rs. 500 7th Plan (1985-89) : Rs. 2,412
3	Jawahar Rojgar Yojna (JRY)	1989	7th Plan (1985-90) : Rs.2,100 8th Plan (1992-97) : Rs.15,434
4	Employment Assurance Schemes (EAS)	1993	8th Plan (1993-97) : Rs.5,340 9th Plan (1997-2000) : Rs.5,660
5	Jawahar Gram Samridhi Yojna (JGSY)	1999	9th Plan (1997-2000) : Rs.6,200 10th Plan (1997-2000) : Rs.21,400
6	Sampoorna Gramin Rojgar Yojna (SGRY)	2001	9th Plan (2000-2002) : Rs.6,200 10th Plan (2002-2007) : Rs.21,440
7	Food for Work Programme (NFFWP)	2004	10th Plan (2005-2006) : Rs.6,000
8	National Rural Employment Guarantee Scheme (NREGS)	2006	10th Plan (2006-2007) : Rs.11,300 (2007-2008) : Rs.16,000

Again, to supplement the wage employment efforts, a new programme called Employment Assurance Scheme (EAS) was launched in October 1993 in about 1700 blocks of the country with chronic unemployment problems. These blocks were identified

mainly in Drought Prone Area Development Programme (DPAP), District Development Programme (DDP), Hill and Tribal areas. Later, EAS was extended to cover all the blocks of the country during 1996-97. Also, JRY was redesigned and named *Jawahar Gramin Rozgar Yojana* (JGSY) in April 1999. In 2001, however, JGSY and EAS were also merged into a single programme called *Sampoorna Grameen Rozgar Yojana* (SGRY).

This report consists of five sections. Section I introduces the study, giving a short history of employment schemes in India. It also highlights NREGS with focus on employment security, scope and challenges. Section II examines the importance of social accountability and how it affects governance, while Section III provides NREGS accountability framework. Section IV deals with detailed outcomes of survey done to assess the accountability in NREGS on the basis of two broad findings: key CRC findings and key CSC findings, along with recommendations, while Section V outlines the future course of action to improve upon the current functioning of NREGS.

1.2 Employment Security: NREGS

In developing countries, social protection has been adopted as an effective response to poverty and vulnerability. To add more values to social protection practices, government has shifted its focus from short-term social safety nets and funds to a much intensive policies and programmes that combine interventions protecting basic levels of consumption among poor and poorest households, facilitating investment in human capital and other productive assets which provide escape routes from persistent poverty. Social protection has a strong focus on poverty reduction and it relies on income transfers combined with access to basic services, productive employment and asset building. It has a strong ‘productivity’ bent to make a contribution to social and economic development.

1.2.1 Emergence

The enactment of NREGA is the outcome of long and hard struggles over many years. Progressive politicians, bureaucrats and social activists began experimenting with EGA type pilot projects in 1965 in order to tackle the problem of rural poverty. These experiments were given a boost during the major drought that affected Western Maharashtra during 1972-74. The massive and relatively successful public works programme provided a stimulus for its continuation in the post-drought period. There were also agitations by left parties and trade unions for drought relief. This movement also supported the demand for a permanent programme like the EGS. This finally led to the passage of the Maharashtra Employment Guarantee Act of 1977.

The employment schemes like NREP, RLEGP, JRY, EAS, and SGRY experienced worse performance than the Maharashtra Employment Guarantee Act (EGA). Funds could be reduced or increased at the whim of the government in power, while work was often not given to the needy with funds lying unutilised and workers unable to force the government to give them work as no rights accrue from these schemes. In contrast, EGA provides rural labour with a right to employment enforceable through a court of law – something that cannot be taken away with a change of government. This is the biggest

advantage of EGA. Secondly, funds under EGA cannot be used for any other purpose. Also, it means that a large number of rural workers, instead of working for many different employers, work together at a single site, making them easier to organise.

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

The movement for EGA also began to have an impact on the government. At the state level, both Tamil Nadu and Andhra Pradesh adopted pilot schemes in a few districts. At the central level, a meeting of the National Development Council (NDC) in October 1990 endorsed the principle of making employment generation the central focus of development planning in order to achieve the goal of Right to Work for all. It was also suggested that legislation be adopted to provide an immediate work guarantee to the poorest people. This legislation and the schemes suggested were in line with the Maharashtra EGA. The NDC also set up a committee to examine the legal, operational, organisational and financial aspects of the approach and to give it a practical shape. Estimates were also made of the funds required for the scheme at the national level. The Central Government, however, fell soon afterwards and so the plan was shelved. On July 31, 1991, the National Commission on Rural Labour (NCRL) submitted its report and recommended that for the betterment of agricultural labourers, the Right to Work should be accepted as a Fundamental Right with certain qualifications and an employment.

A few years later, the Central Government adopted the Employment Assurance Scheme (EAS) as a limited way of providing guaranteed employment for 100 days, though it did not receive any statutory backing. In 2003, the organisations and individuals who informally form the Right to Food Campaign undertook a week-long campaign demanding an Employment Guarantee Act in various states. This culminated in a National Day of Action on the Right to Work on May 01, 2003.

Campaigns on the issue picked up in various states before the Lok Sabha elections in 2004. All parties were also asked to include the promise to pass a National Rural Employment Guarantee Act in their manifestoes. These campaigns met with some success. National Convention on the Right to Food and Work in Bhopal in June 2004, attended by over 500 delegates from 120 organisations, declared the need for the immediate adoption of a NREGA. The campaign drafted a Bill that received endorsement from a wide cross section of people and organisations. State level conventions for discussion of the Bill and a national level convention are being held. October 16, 2004 has been declared as a National Day of Action for a NREGA.

The common minimum programme of United Progressive Alliance (UPA) Government ultimately endorsed that the government will enact NREGA. The government had already

prepared a draft bill of NREGA, 2004 as a first step towards enacting NREGA. Ultimately on September 05, 2005, the bill was passed by the Parliament making the day historic.

1.2.2 Enactment of Law & Significance

To improve the safety net of social protection, NREGA 2005 was passed by the Parliament on August 23, 2005 and it was promulgated on September 07, 2005. The Act recognises employment as a universal legal right and thus it will get priority in the allocation of public funds over several other competing demands. It was made independent of the variations in minds or agenda of any political party. It has to be seen as a national imperative and as an inalienable right to be exercised by the people as and when they require to do so.

Based on the Act, NREGS was launched by the Prime Minister, Dr Manmohan Singh on February 02, 2006 as a social assistance programme, envisaged to securing the livelihood of people in rural areas by guaranteeing 100 days of employment in a financial year to a rural household. The Act provides a social safety, especially a food and income security of rural poor in the market economy with a higher purchasing power net for the vulnerable households and an opportunity to combine growth with equity. It extends, on a national scale, the approach to social protection tested in the Maharashtra EGS.

Unlike earlier employment schemes, NREGA is a significant legislation in many ways as it generates many entitlements for the beneficiaries. It is demand driven. People who need jobs will demand them, which the government is legally bound to provide. In case of failure to do so, the government has to dispense unemployment allowance. For the first time, rural communities have been given not just a development programme, but also ‘a regime of rights’.

Indeed, the Act has many remarkable provisions. Adult members of every rural households who are willing to do unskilled work at statutory minimum wage will apply to *gram panchayat* for job and get it within 15 days of demand. Wages are to be paid no later than a fortnight, otherwise there is a provision for compensation. The provisions of compensation and treatment in case of injury and onsite availability of facilities like safe drinking water, crèche, and shade and first-aid box are made must. At least 60 percent of the expenditure under any project has to be on wages. The Act also forbids the use of contractors and labour displacing machines. As far as possible employment will be provided within the radius of 5 km and going beyond that will draw transport allowance.

At least 50 percent of the project in terms of value is to be implemented through the *gram panchayats*. Each *gram panchayat* is to prepare a development plan with prioritised activities to be taken up under NREGS as and when the demand for work arises. Through creating alternative employment in the lean season and assets for livelihood generation, the Act guarantees rural development. As general rural mass and representatives of PRIs are made stakeholders for selection, sanction and execution of work under NREGA, it has immense potential of becoming an instrument for galvanising PRIs. In other 50

percent of the project, other agencies are given space. Even NGOs are given space to take and accomplish work.

Provision of social audit by *gram sabha*, establishment of complaint redressal mechanism, incorporation of right to information (RTI) in the Act are all such factors, which provides sufficient instruments for maintaining transparency and accountability in implementation of the scheme.

1.2.3 Scope

Prime Minister Dr Manmohan Singh in his address on September 27, 2005 in the congregation of State Ministers of Rural Development on NREGA, 2005, stated:

“When we became independent as a nation, our founding members dreamt of a country where every citizen would be free from poverty, ignorance and disease. NREGA is a landmark in the economic history of our people in the regime of rights enjoyed by our people and in our efforts for social equity and justice”.

Since returns to private investment are low in the backward regions of India because of absence of basic infrastructure like ecological balance, rural connectivity, it never draws attention of the short-term profit making entities. The absence of these public goods pulls back the steps taken for development. The NREGA is best seen as an attempt to provide a big push in the backward regions of the country. It promises largest employment programme in the history human development after its extension in all the districts of India.

NREGA is a unique social safety net because its beneficiaries are not passive recipients but will remain active participants in the creation of rural assets. The National Sample Survey (NSS) data reveals that a majority of labours are landless and marginal farmers. Public investment under NREGA aims at increasing capacities of farms through massive rainwater harvesting, soil conservation and treatment to make the growth environmentally and financially sustainable. This huge public investment can lead to a dramatic rise in agricultural productivity and employment which can further catalyse the successive rounds of private investment by farmers, once they are freed from the endless cycle of debt.

An employment guarantee focused on asset creating works that are labour intensive at the same time could tackle problems of unemployment, environmental regeneration and agricultural growth in one stroke. It would also be a move towards long-term drought and flood proofing of Indian agriculture which will led to the shift of Indian agri-economy on a sustainable path and make less vulnerable to the vicissitudes of nature. And ultimately, the demand for running NREGS will decrease with the passage of time as less people will be available for work under the scheme.

The functions assigned to the PRI representatives will empower them as they have been made sole implementing and monitoring agencies under NREGS. The bureaucratic

structure at district, block and *panchayat* level may assist the PRIs in making plans and implementing the same.

1.2.4 Challenges

The real challenge as well as the strength of the Act comes from putting the onus of its implementation in the hand of the recipient as well as local implementing authorities. Such a situation is unique in terms of posing challenges of implementation where the existing system has no experience of handling such a huge fund under any scheme.

It also drastically alters the power equations which the agents of the state and the powerful groups within the local society have become used to enjoying. Moreover, for the first time, it provides for mechanisms for penalising the government if it fails to provide employment on time. Precisely because of these, despite the well intentioned nature of the Act, it poses necessarily new challenges and enables new ways of exploitation as well as new ways of fighting such exploitation.

Although well intentioned in spirit, this Act has found limited support from the states as well as central government in implementation of the Act. The implementation of the act is fight with several shortcomings like severe lack of staffs, unavailability of state guidelines, lack of capacity building programs and many more. *Panchayat* are implementing more than 60 percent of NREGA work but have hardly any say over its implementation as stipulated in the act. However, despite these, the Act has become a rallying point for smaller struggles on field as well as in larger public policy arenas to highlight the success of a democratic state in ensuring right to well being for its members.

If this programme is fully implemented in all districts it will cost Rs. 40,000 crores (US\$9.2bn). The intermittent flow of money is the essential need for continuous implementation of NREGS. The real planning is not happening in the *gram sabha* and hence the real power of the bottom is not coming up. The provision of annual village plan has become a ritual with local government official. Without participation of the local communities in the implementation, NREGA will not make any impact on the local development, as it will not reflect the local needs.

2. Governance & Social Accountability

2.1 WDR Framework for Accountability Relationships

The framework for the assessment was as outlined in the World Development Report (WDR-2004) of the World Bank, focusing on the fact that services for the poor fail more often than others in terms of access, quality and affordability. The WDR report focuses on the establishment of relationships of accountability between service providers and other stakeholders through partnerships, giving voice to stakeholders and increasing client power through choice (see Figure 1).

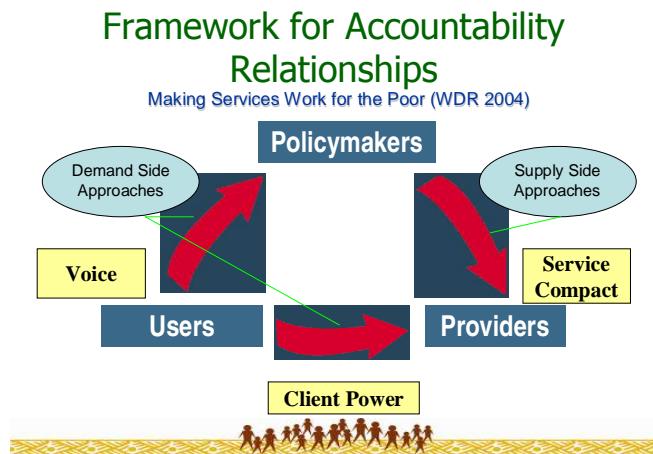


Figure 1: Framework for Accountability Relationships

The WDR 2004 uses a simple framework to argue that improvement in services to the poor can enhance from making service providers directly accountable to their clients. Based on this framework, successful services require relationships in which clients can monitor and discipline providers (client power), citizens can have a strong voice in policymaking with politicians and bureaucrats (voice), and policymakers can provide the incentives (for example, through contracts) for providers to serve clients (compact). The notion of accountability that defines each relationship can be unbundled into a sequence of steps, going from delegation (authorising the provider to supply the service), financing (paying the price or incurring costs associated with the service), performing (the actual delivery of the service), the generation of information about the service (knowing whether the service was appropriate or not) and enforceability (clients able to discipline providers, e.g. by choosing another provider). Implicit to the well-functioning of this framework is strong demand-side participation and timely supply-side responsiveness.

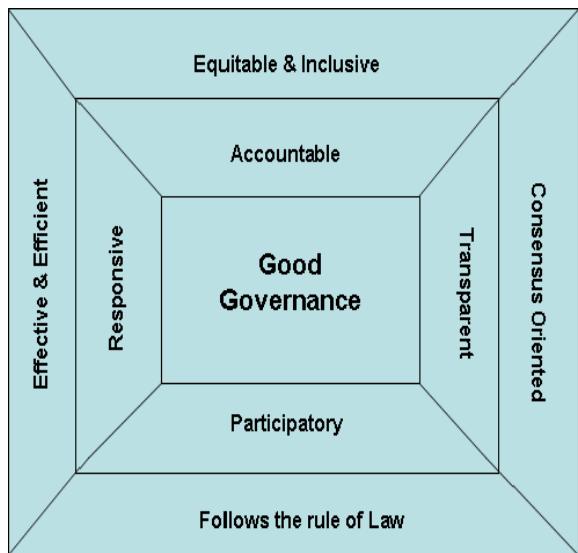
2.2 Characteristics & Definition

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. However, transparency and accountability are key component of it. If the system assures elimination or minimisation of corruption and makes the power holders accountable, it automatically brings good governance.

Accountability, in simple terms, is answerability for one's action or behaviour. Public services accountability involves the methodology through which a public agency or a public official fulfills assigned duties and obligations. Governments everywhere — in

both developed and underdeveloped nations – are run by powerful bureaucrats and big institutions. Thus, an increasing concern today about how the bureaucracies are using 'power'. At the heart of these concerns is 'accountability': for what and to whom are bureaucracies answerable? How can the bureaucracies be held accountable?

Figure 2: Aspects of Good Governance



Three different purposes of accountability assume importance in this context. The first objective is controlling abuse of bureaucratic power and discretion. Second, there must be an assurance that performance will be in accordance with standards and quality. Third, there has to be a system promoting learning in pursuit of continuous improvement in governance and public management. On top of it, there is the human dimension of accountability, subsuming values and ethics and creating trust in government.

Social Accountability is a process which has power to transform people in to responsible citizens and to transform power holders in to responsive and accountable service providers and thus brings about positive transformation of the society. In this process, people are considered as the main actors of development and participate at every occasion. When community involves itself in the process by heart, the development becomes sustainable and there is no way otherwise to achieve meaningful and sustainable outcomes for people and society.

Community participation can take a variety of forms ranging from planning; decision making to monitoring and evaluating the delivery of services and it is helpful for the process of development to recognise the community leaders who can play different role with their expertise. If this is not the situation, then they should be encouraged to speak and act as a part of community as well as exercise the freedom to make their voices heard as individuals.

3. Accountability Framework: NREGS

In the financial year 2006-07, the total public expenditure in India was 5, 63,991 crore of rupees. How this money was spent and the quality of services it provided is critically important to us all as users of services and as taxpayers. Because of this we all need governance of our public services to be of a high standard. Good governance leads to good management, good performance, good care of public money, good public engagement and, ultimately, good outcomes.

The administrators of our public service bodies face a difficult task. They are the people responsible for governance – the leadership, direction and control of the system they head. Their responsibility is to ensure and build a system which can work in the public interest. They have to make the system accountable, transparent and free of corruption. But even after 60 years of independence, India is struggling with poor responsiveness accountability. Consequently, meager access and delivery of the public services, inefficient utilization of resources, loose systems, rampant corruption, extortion by middlemen or agents, weak integrity and many more evils get deposited over the face of society.

Box 1: Poor Pays Bribes for Fundamental Entitlements

One third of people living below poverty line (BPL) in India paid bribes up to Rs.863 crore (US\$199mn) in the year 2007 for getting their fundamental entitlements and availing basic services such as access to healthcare, education, water and other basic facilities which includes getting a ration card for public distribution system (PDS), getting registered under the NREGS etc. This was mainly to avail one or more of the 11 public services covered in the study, which shows the poor are not spared even in the case of targeted programmes. The percentage of BPL households who paid bribes, out of those who are availing the services covered in the last one year ranges from 3.4 percent in the case of School Education to as high as 48 percent in the case of Police Service. About 4 percent of BPL households used “a contact” in 2007 to avail such services as PDS, School Education, Banking Services; and as high as 10 percent in the case of Housing and Land Records/Registration. In the last one year, more than 4percent of BPL households could not avail Land Records/Registration, NREGS, Housing and Police Service for the reason of not having any contact or influence.

Across the country, around 7 per cent (or 9.6 lacs) of rural BPL households paid bribe to avail the benefits of NREG Scheme during the last one year. The total amount of bribe paid by rural BPL households in the NREGS during the past years is to be Rs. 7.15 Crores (US\$1.6mn). The study showed that 14 percent of the BPL households, who interacted for NREGS, either paid bribe or used contact to avail its services.

Source: TII-CMS India Corruption Report 2007, released on June 28, 2008

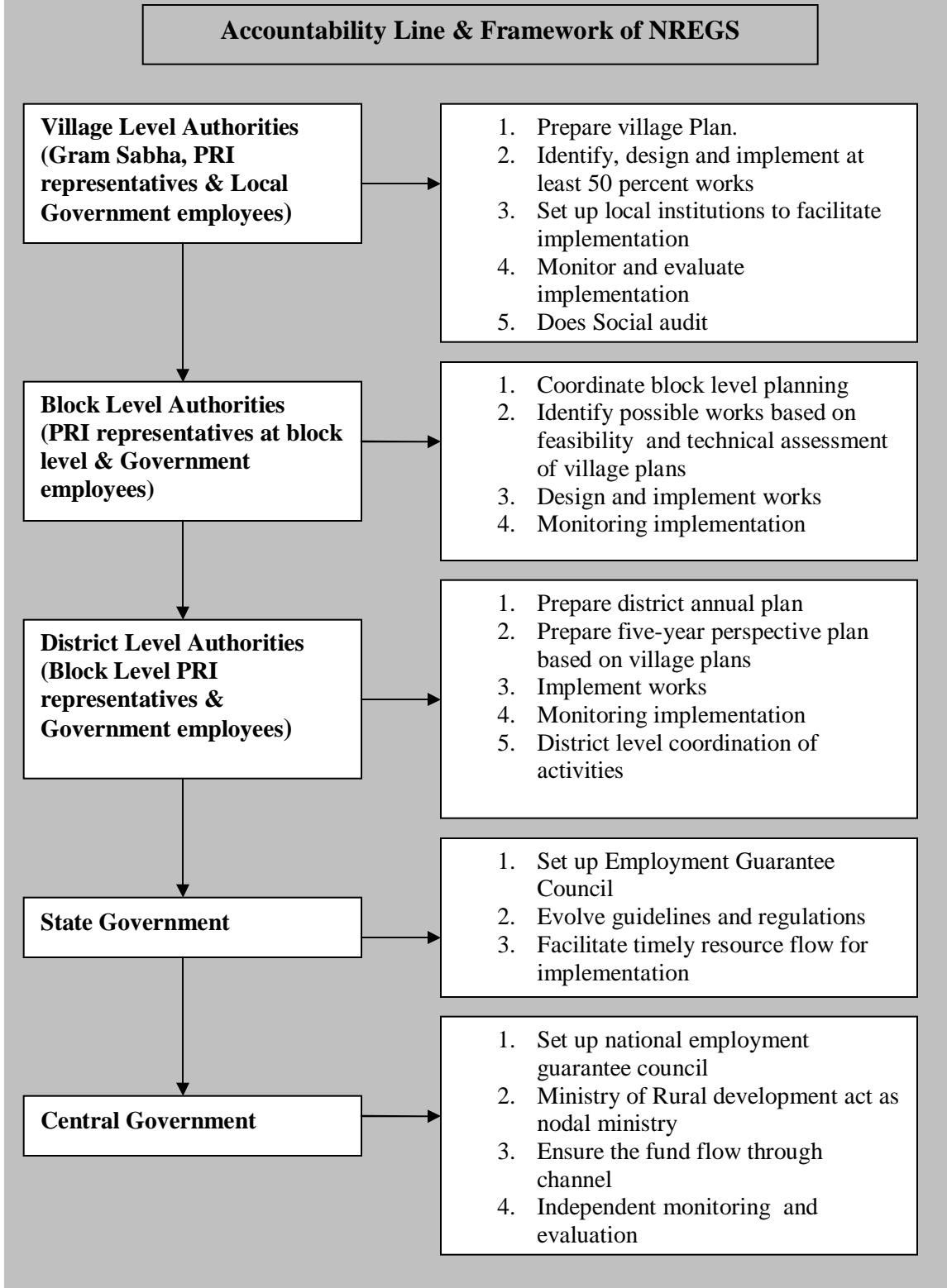
The NREGS is both a poverty alleviation programme and a powerful catalyst of social change in rural India. Under the provision of the NREGA, a judicially enforceable obligation on the state is there and thus it provides “right to employment” to the labourers. The Act has well defined roles and responsibilities for the Union and State Governments down up to the *gram panchayt* level. The recognition of the *PRI*s the

principal agency of implementation under NREGA has opened up enormous opportunities for decentralising development and respecting local solutions to local livelihood challenges.

An innovative feature of the Act is that it gives central role to the social audits as means of continuous public vigilance for ensuring public accountability at the 11 stages of implementation.

Table 2: Responsibility of Service Providers		
Sl. No.	Stages/activities	Responsibility
1.	Registration of families whose members are potential REGS workers	Sarpanch / Panchayat Secretary
2.	Distribution of Job Cards	Sarpanch
3.	Receipt of work application	Sarpanch / Program Officer
4.	Selection of the public work to be taken up in a particular Gram Panchayat	Sarpanch
5.	Development and approval of technical estimates and issuance of work order	Junior Engineer / Sarpanch
6.	Allotment of work	Sarpanch/ Program Officer
7.	Implementation and supervision of work	Sarpanch / Program Officer / Designated agency
8.	Payment of wages	Implementing / designated agency
9.	Payment of unemployment allowance	Program Officer
10.	Evaluation of completed work	Sarpanch / Program Officer / designated agency

Figure 3: Accountability Line & Framework of NREGS



4. Assessing Implementation

4.1 Sirohi: A profile

Sirohi district is situated in the south-west part of Rajasthan bordered on the south by Gujarat state. The district has an area of 5136 km². It is the third smallest district of Rajasthan, after Dungarpur and Banswara and covers about 1.52 percent of the total area of Rajasthan. The district had a total population of 850,756 (Census 2001), with a population density of 166 persons per km².

Sirohi District is broken up by hills and rocky ranges. Dry deciduous forest is common in this part of the district, and the higher elevations of Mount Abu are covered in conifer forests. Out of the total population of the district 82.3 percent lives in rural areas. There are mainly two types of tribes found in the Sirohi District, Bhils & Grasiya. About 31.01 percent people in the BPL category. Mount Abu, a well known tourist place, is a part of the district.

Figure 4: Location of Sirohi District on Rajasthan State Map



Sirohi district has one *Zilla Parishad* and 5 *Panchayat Samities*, 151 *gram panchayats* and 5 Urban Local Bodies, the headquarters of the *Zilla Parishad* is situated in Sirohi. The district is divided in to five tehsils/blocks, which are Sirohi, Sheoganj, Aburoad, Pindwara and Reodar. The average rainfall of the district is 665 mm. The District has faced severe drought conditions for continuous five years. The average rainfall figure decreased since then. The average rainfall of sirohi in the year 2005 is 544 mm.

Today, there are 8 Large Scale Industries, 12 Medium Scale Industries, and 2,982 Small Scale industries in the district. The district is full of minerals therefore the industries based on minerals has been developed rapidly. These industries produce Portland cement, Synthetics Yarn, High Tension Insulators, Tirupati Fibres, Marble, Granite, Polymers/Regines and mineral powder. Similarly, medium scale industries produces tiles and slabs of cement, marble and granites, H-acid, I.R, W tubes, HDPE. Woven checks and textile threads.

4.2 About the Project

The project titled ‘Assessing 2Qs (Quality & Quantity) Outputs of the ‘National Rural Guarantee Scheme’ (NREGS), as per provisions of the NREGA (2005) in Sirohi District of Rajasthan, India’ has a major purpose of promoting the process of Social Accountability and also piloting its tools again to check the viability and scalability again after the pilot I on mid-day meal scheme. Besides, it has also the purpose of going in to the possible roots of the problem of poor service delivery, inefficiency and ineffectiveness, abuse of discretion, non-responsiveness of power holders etc., in the area of NREGS and providing a solution to it.

4.2.1 Objective

To assess targeted beneficiaries’ perception towards implementation of the scheme, desired socio-economic benefits and affect on their livelihood under NREGS and formulate strategies to be adopted for the better implementation of NREGS in its following phases.

4.2.2 Area of Operation

The study discussed in this report covers the district Sirohi. There was a proportional representation from all five blocks of Sirohi district which have the number of villages range from 70 in Sheoganj to 185 in Reodar. Some unique features attached to Sirohi compelled the project to choose Sirohi as its action laboratory. Being a backward and small district, where NREGS was started in the first phase, the district experiences large scale migration during droughts.

4.2.3 Methodology

Several rounds of visits, which were also intended to build acquaintance with the area, beneficiaries of the schemes, the process of implementation and also to get a feeling of the kind of atmosphere surrounding the villages after start of the implementation of a scheme of guaranteed employment, were made to Sirohi district before launch of the project.

As conceptualised in the project, three Social Accountability tools were used to measure the satisfaction, anxieties, vulnerabilities and feedback of stakeholders: Citizen Report

Card (CRC)¹ and Community Score Card (CSC)² were used for assessing the communities' perception on various aspects of service delivery while Participatory Expenditure Tracking Survey (PETS)³ tool was used for investigating the fund flow and its use under the scheme.

A criterion for survey sampling was developed and size of sample was validated with software for Random Sample Calculator. First of all, the monthly average of beneficiaries from April 2006 to March 2007 was calculated as 16,335 of which 815 beneficiaries were taken as sample at 99 percent confidence level with a tolerable level of 4.4 percent (See [Annexure III](#)).

Four different sets of questionnaires, each for Registered Household, *Sarpanch*, *Mate* and *Panchayat*/Assistant Secretaries were prepared keeping the minutes of research process into consideration and field tested before finalisation (see Annexure IV [A B C D](#)).

A total of 825 NREGS worker from 165 villages, a total of 30 *Sarpanch* and 60 *Panchayat*/Assistant Secretaries and 75 *mates* from all 125 *gram panchayat* of the district were drawn as sample on the basis of random sampling method for filling up the survey forms. Apart from these, several higher level government officials and PRI representatives were interviewed and several focused group discussions with beneficiaries were conducted (see [Annexure V \(Criteria\)](#) & [Annexure VI Sample List](#)).

The studies were conducted during the period of July 2007 to July 2008 and consisted of several activities to come at final conclusion. Apart from the tools of social accountability, personal Interviews, focused group discussions, meetings with stakeholders, were also used as a tool for study. For maintaining the accuracy in filling of questionnaires, the selected surveyors were oriented twice. Surveyors were discussed the purpose of the survey, concept of Social Accountability etc., at length and taken in to confidence for getting accurate information. Again after getting the filled up questionnaires, 50 questionnaires were filled up and matching was done with the previously filled up questionnaires.

¹ Citizen Report Card is a tool to address critical themes in the delivery of public services such as access to benefits according to entitlements, quality and reliability of services according to provisions, problems encountered by users of services, efforts of service providers in addressing these problems, the effort for maintaining transparency and accountability, service quality standards and norms. The CRC tried to touch all the critical aspect of the implementation in order to achieve its status.

² Service deliverers and service recipients came face to face during CSC for the process of critical evaluation of scheme implementation based on certain indicators. The indicators were finalized after an open discussion among them. "Work undertaken under NREGS" was taken as unit of analysis. Interface meeting was arranged, where service providers presented score for their services after critical self evaluation with reasons and recipients presented scores marked for the provider's service delivery with reasons. Thus the CSC drew out the user perceptions on quality, efficiency and transparency and thus generated direct feedback mechanisms between providers and users, building local capacity, and strengthening citizen voice and community empowerment.

³ Participatory expenditure tracking involves citizen groups tracking how the government or other service providers actually spends funds with the aim of identifying leakages or bottlenecks in the flow of financial resources or inputs.

Five Block Level Consultations (BLCs) were conducted with the representatives from various groups of stakeholders after first round of analysis of data. The block wise findings of the analysis were shown to these representatives and feedback was collected. The District Level Dissemination (DLD) meeting presented the findings after consolidating the findings of all five blocks and incorporating of the feedback of BLCs and further analysis.

An exposure visit was arranged for seven persons representing all class of stakeholders from *Sirohi* district of Rajasthan to *Medak* district of Andhra Pradesh. This group of people got an opportunity to meet and discussed with NREGS director of Andhra Pradesh, A Murali. This was mainly to understand the better aspect of the implementation of NREGS in Andhra Pradesh.

4.2.4 Key Activities Accomplished

- Project Scoping Visit to Sirohi on June 07 and July 24-26, 2007
- Project Launch Meeting at Sirohi on August 09, 2007 ([Annexure VII](#))
- The orientation workshops for the surveyors on September 19 & October 23, 2007
- Exposure visit to Andhra Pradesh conducted during March 01-06,2008
- Community Score Card (CSC) held during March 12-15, 2008 ([Annexure VIII](#))
District Level Dissemination Meeting held on May 21, 2008-08-05
([Annexure IX](#))
- State Level Dissemination Meeting held on July 16, 2008 ([Annexure X](#))

4.3 Key Findings and Observations

While there will obviously be a great variation in the implementation of NREGS across states and regions, research findings and observations during the processes of various activities under the project shows that despite some problems there is a big leap forward in generation of employment, income and satisfaction due to the scheme. At the same time, the improvement in lifestyle of rural poor mass especially of women, creation of assets and village facilities and several other impacts are also experienced (see Section 4.5).

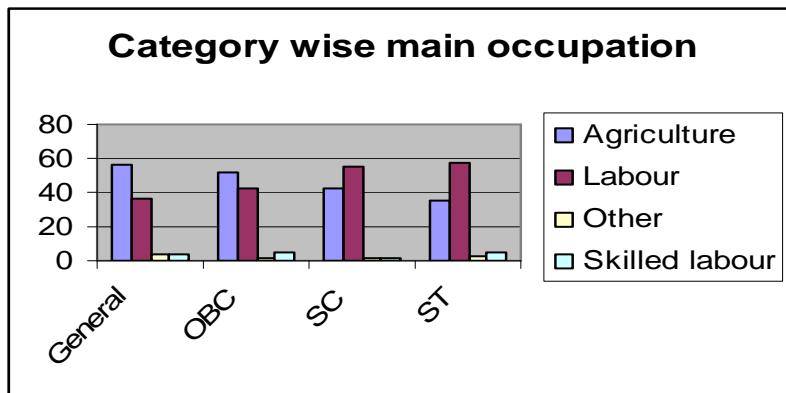


Figure 5: Interactions with the beneficiaries - Abu Road Block, Sirohi

Respondents Demographics

- Out of 1050 respondents, 81 percent people were the employees under NREGS, 7 percent were *Mate*, 6 percent were government employees and 6 percent were *Panchayati Raj* representatives.
- Out of total 825 workers surveyed, 53 percent were female and 19 percent were literate.
- 47 percent were from schedule caste, (SC) 29 percent from schedule tribe (ST), 17 percent from other backward class (OBC) and 7 percent were from general category.
- 72 percent belongs to APL families.
- 71 percent were a member of nuclear families.
- 52 percent were having main occupation as laborers, 43 percent as farmers, 3 percent as skilled laborers and 2 percent from other category
- 68 percent were below the age of 48 years, 29 percent from the age group of 48-58years and 3 percent were above the age of 58 years.

Figure 6: Category Wise Main Occupation



4.3.1 Key CRC Findings

Awareness generation

Intense awareness generation on various provisions and entitlements under NREGS is vital to trigger the generation of demand of labour which will further stimulate the smooth implementation of the scheme. Till now, in most of the cases, beneficiaries working under the scheme are not adopting right based perspective because of weak acquaintance with their rights and entitlements made under the act.

On investigation, 88 percent of people were found aware that employment of 100 days is a right of each rural household under NREGS and 76 percent of the people acknowledged that the scheme is running under an Act. However, only 28 percent people were aware about the provision of unemployment allowance in case employment is not provided and only 19 percent of people were aware about the ratio of labour and material cost to be maintained under NREGS.

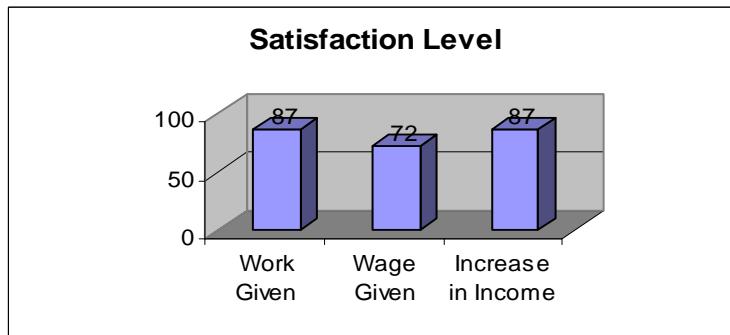
One of the most effective features of the Act is the ban on use of machines and contractor. In the programs implemented for development in the last 60 year in rural India, local contractors have been a major source of exploitation. NREGA bans contractors and places central emphasis on payment of statutory minimum wage. The provision of ban on using labour displacing machine and contractor in the scheme was known to 59 percent of the beneficiaries (see Table 3).

Table 3: Key CRC Findings on Provisions of NREGA

S. N.	Provisions	Yes	No	Can't say
1.	Is National Rural Employment Guarantee Scheme running under the Act?	76	20	4
2.	Is 100 days employment a right under the scheme?	88	9	3
3.	Is there any provision of unemployment allowance?	28	30	42
4.	Is there ban on using machine/contractor under the scheme?	59	22	19
5.	Should 60:40 is the ratio of labour & material be maintained?	19	21	60

Satisfaction Wage Payment

Figure 7: Satisfaction Level on Dimensions of Scheme



NREGS is mainly an employment generating scheme and priority is given to provide as much as wage to the section in need of employment. This is the reason why labour intensive works are taken more under NREGS and 60 percent of the cost is utilised for unskilled labour. Thus it matters most that the employee under scheme be satisfied with wage paid which should be timely and adequately. About 87 percent people were found satisfied with the allotted work under the scheme whereas only 72 percent people were satisfied with the wage payment and 87 percent people acknowledge the increase in their income (see Figure 7).

Comprehensible method of measurement and applying them accurately for evaluating wage for the labourers is must for motivating the workers to join NREGS. When we

asked whether they are satisfied with the measurement being done under the scheme, only 50 percent people was found satisfied (see Figure 8).

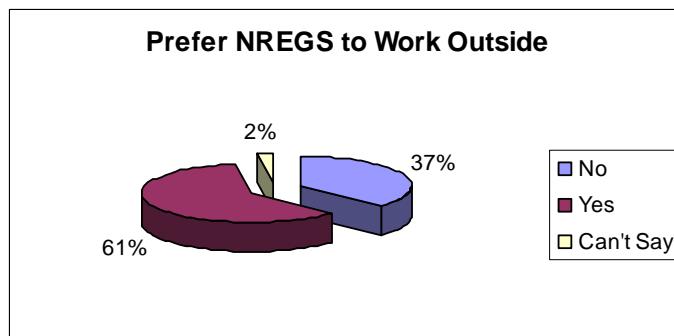
Figure 8: Satisfaction Level on Dimensions of Scheme



Migration

Reducing rural urban migration is one of the major objectives of the scheme. This migration from rural areas can reduce only when rural mass prefer working under NREGS to working in any other work available outside. About 61 percent people responded that they prefer working under NREGS, even if the work is available outside (see Figure 9). Out of those 61 percent, 45 percent accepted the reason for preferring NREGS as locally available work. The study shows that there is a marginal reduction of 3 percent in the migration and 93 percent people feel that the scheme is helpful in reducing migration.

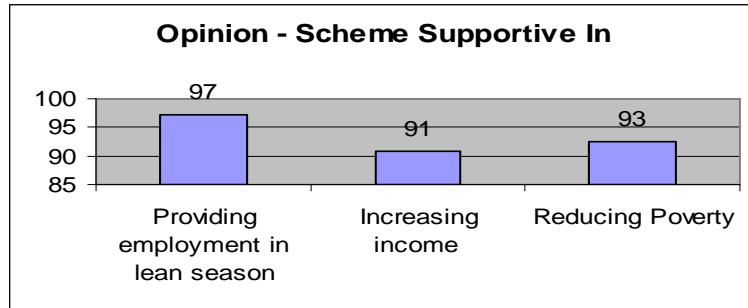
Figure 9: Preferring NREGS to Work available Outside



Under or disguised unemployment

Being an agrarian economy, India constitutes rural people, who are unemployed or underemployed in agriculturally lean season. Underemployment has been a continuously existing problem for unskilled laborers in India because agriculture does not demand more than 120 days of engagement. Thus the movement of right to employment has remained very much associated with the right to food in the country mainly in the lean seasons. Thus providing employment to unskilled labourers associated with agriculture in the lean season has been one of the prior motives of the scheme.

Figure 10: People's Opinion on Benefits of Scheme



About 97 percent people agree that NREGS has been successful in providing lean season employment and out of 829 families surveyed, 437 people have reported that they have come out of the claws of underemployment and started getting employment thorough out the year after implementation of NREGS (see Figure 10).

Gender specific benefits

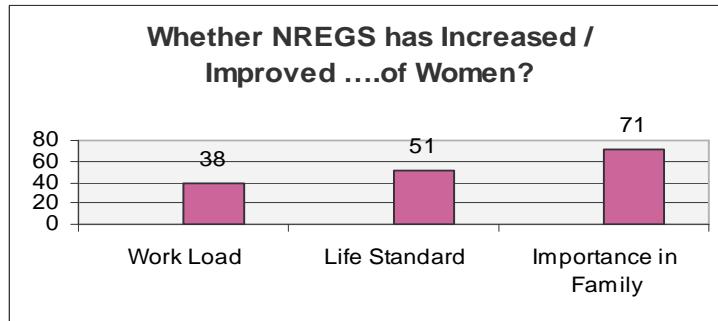
Gender inequalities undermine the effectiveness of the developmental policies in fundamental ways. These gaps are widespread in access to and control of resources, in economic opportunities, in power, and political voice. Promoting gender equality is thus an important part of NREGS.

So in Schedule II, Section 6 of NREGA, it is clearly mentioned that while providing employment, 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 the scheme.

As found through the data maintained by the website of NREGS, 53 percent of workers were found female in Sirohi in the budget year 2007-08. More importantly, there is a feeling of considerable positive change in their life style. About 71 percent women feel increase in importance in family due to increase in their earning capacity and that has resulted in their economic empowerment and decision making capacity as well. 51 percent women admit improvement in their living standard through increased income under NREGS(see Figure 11).

Out of 75 randomly selected *mates*, only 4 were found female. As evident from Figure 11 and also felt during the visits at the work sites that even literate and efficient women are not given opportunity to work as *mate* as more male want to be engaged in skilled work. Only 5 percent of the worksites are having female as mate whereas the percentage of female at the work site is more than 53 percent. Since *mate* is the person who links beneficiaries and service providers and remain present at the work site for whole day. Most of the females in rural Rajasthan do not open their mouth in front of males due to various socio-cultural reasons. It is well understood that even if they face problems, they would not be complaining about that.

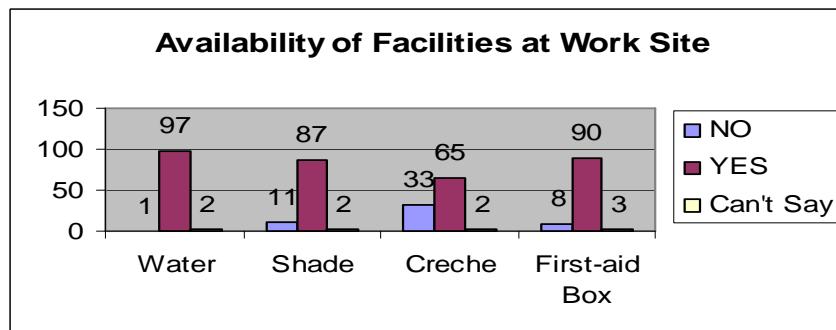
Figure 11: Gender Specific Benefits of NREGS



Worksite facilities

Facilities of drinking water, shades, crèche and first aid box are made essential at every worksite. Availability of these facilities needs to be ensured by the implementing administration. The lack of such facilities meant that workers cannot give full attention to the work and hence full wage.

Figure 12: Availability of Facilities at the Worksite



Almost 97 percent labourers reported presence of waters at the worksite, and 90 percent of them reported the presence of medicines whereas 13 percent reported absence of shades and 34 percent reported absence of crèche facilities at the worksite (see Figure 12). There is a considerable cost involved in carrying the facilities to the worksite, as the work sites are distant in many cases, which is not taken care of by the administration. The cost involved in carrying them to the worksite deters the availability of the facilities at every work site. However, the guidelines mentions regarding making suitable provisions for this in cost estimates.

Work measurement

There exist some serious problems with regard to the measurement of work which includes absence of daily measurement, absence of individual work allotment, presence of non performing workers in the group, absence of information regarding the measurement process to the workers, measurement of works happens in absence of

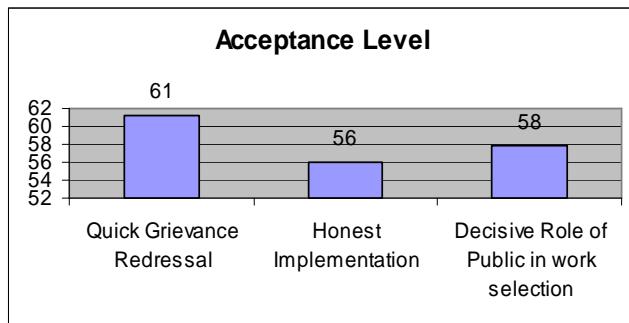
workers and lack of sufficient staffs. Because of all these reasons, it was observed that there are grievances found related to measurement.

Almost 50 percent people were found dissatisfied with the work measurement and 28 percent people are dissatisfied with the wage paid. During meetings with service providers and focused group discussion conducted, lack of staff and awareness about the measurement methodology were emerged out as a pivot problem with regard to the measurement of work.

Grievance-redress system

Mechanism for early redress of grievances of any kind is one of the major provision for maintaining transparency and accountability under the Act. A system of appeal will be designed to deal with grievances at each level. Appeal against the *gram panchayat* will be to the Programme Officer. Appeal against the Programme Officer will be to the District Programme Coordinator. Appeal against the District Programme Coordinator may be with an appropriate authority designated by the State Government.

Figure 13: Grievance Acceptance Level

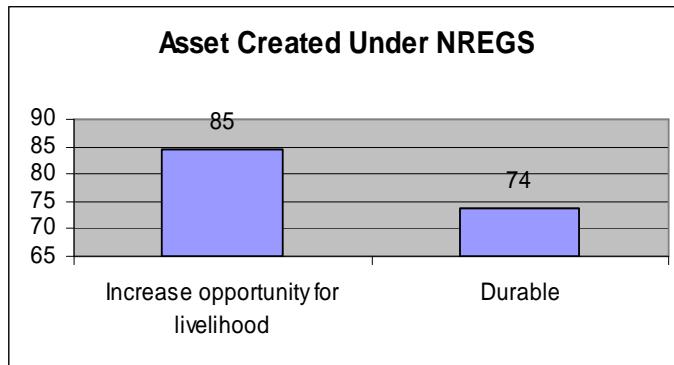


It was observed that the employment seekers compromise with their entitlements under the Act due to low awareness level on grievance redress mechanism, power hold of few beneficiaries and other socio-cultural reasons. They were found afraid of complaining because of the fear of not getting jobs in future. Almost 39 percent people deny that there is any grievances redress process and outcome (see Figure 13).

Creation of assets for livelihood

NREGS represents creation of productive assets for livelihood generation and it is considered as prime motive of the scheme. It was asked whether this motive is being fulfilled by creating durable assets to generate livelihood, 74 percent people endorsed durability of the asset created under NREGS and 85 percent accept that the asset created will generate means for livelihood (see Figure 14). About 94 percent people accepted that the scheme has been able to improve the facilities in village.

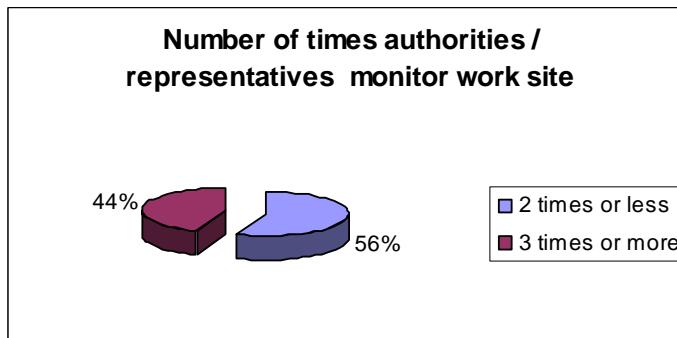
Figure 14: Creation of Assets under NREGS



Monitoring and vigilance

Continuous monitoring and vigilance makes any misappropriation away from the system. In NREGS, monitoring and verification is made mandatory by constituting a monitoring and vigilance committee to curb any kind of corruption. Higher level authorities and PRI representatives are also given the task of monitoring the worksites for ensuring proper implementation. It was found in the study that 56 percent of the worksites are visited two times or less by upper level PRI representatives and government authorities (see Figure 16).

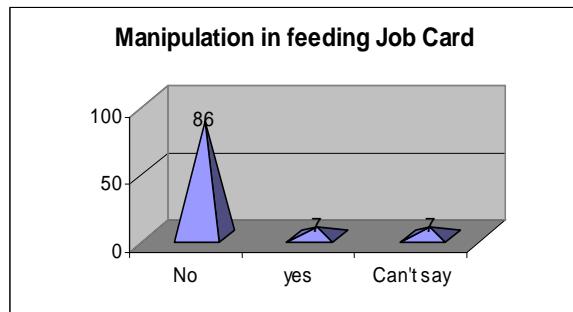
Figure 15: Monitoring o f Worksites by Authorities



Accountability &transparency tools

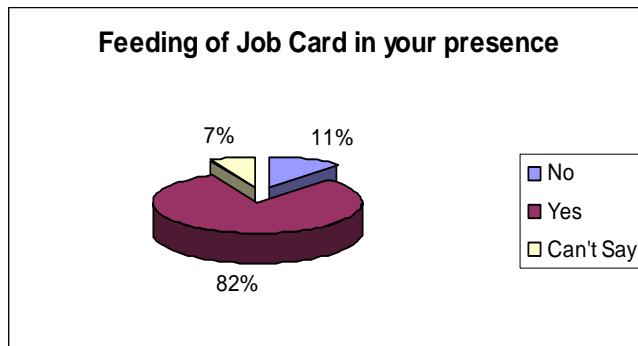
Feeding the job cards in the presence of job card holder and making payment in public makes the system of payment transparent. To investigate whether the system is transparent, several questions related to feeding job cards, presence of muster rolls at the worksites and procedures of making payment were asked.

Figure 16: Manipulation in Feeding Job Card



In response 86 percent people deny any manipulation in the job cards (see Figure 17), 82 percent of people accept that feeding of job cards takes place in their presence and 91 percent respondents accept the presence of muster roll at the worksite (see Figure 18).

Figure 17: Feeding of Job Card in Workers' Presence



Social Audit is probably the best form of generation of awareness among people for maintaining transparency and public accountability, and thus are given central role in the scheme. The Programme Officer is made responsible for ensuring that the Social Audit is convened. The District Programme Coordinator will regularly review that Social Audits are being conducted. The SEGC and CEGC also review the Social Audit mechanisms and processes from time to time.

A forum of 5 members to conduct Social Audit is formed and trained in every *panchayat* for conducting Social Audit. This forum of 5 members is selected in *gram sabha* which is generally low participated and dominated by *Sarpanch* and *Panchayat Secretaries*. Mostly relatives and close persons of *Sarpanch* and *Panchayat Secretaries* are selected for the forum and Social Audit is not being conducted as it should be.

Full wage payment

Full wage payment has been an issue through out the country since the payment is made on the basis of work done by the labourers. So the CRC tried to find out the perception for the reason of getting wage lesser than the minimum statutory wage.

Table 4: Perception on Wage Payment (value in %)

Reasons	Every time	Many times	Some times	Never	Do not know
Less task completion	6	11	12	56	15
Hard to work as per norms	5	13	46	24	12
Error in Measurement	4	24	9	28	34
Unwillingness of laborers towards work	4	4	21	60	11
Unawareness about process of measurement	9	20	33	24	14
Fake attendance	7	3	5	33	53
Corruption	6	5	3	30	55

Ranking for various services

Through CRC the service recipients were given the opportunity to rank the efforts made by service providers for providing various services. The compiled results are shown in Table 5.

Table 5: Ranking for Various Services (values are in %)

Services	Bad	Average	Good	Best
Timely payment of wage	7	28	48	18
Grievance redress	22	41	30	7
For allotting Job within 15 days	9	34	44	13
Helping & Creating awareness	21	32	37	10
Monitoring & Inspection	9	26	40	25

4.3.2 Key CSC Findings

The process of Community Score Card (CSC) brought out very interesting issues such as “lack of information and employment”, “low wages”, “non-issuance of jobcards”, “lack of facilities such as creche at worksites”, “misbehaviour of *Mates* with female workers at worksites” and so on.



Figure 18: Citizens evaluating Service Providers

The main problems found out and the suggestions for solving them come out as a result of CSC are listed in Table 6.

Table 6: Main Problems and Suggestions to Solve Them

S.No.	Problem/ Indicators	Suggestions/Demands to solve the problems
1	Lack of information about the ongoing work and its budget to the villagers	Information should be provided through the meeting of <i>gram sabha</i> . Also, it should be displayed on boards at gram panchayat office and different public place in the village
2	Ill-behaviour of the service providers towards the beneficiaries	The <i>Mate</i> should be skilled, a person with good reputation. The incompetent and misbehaving <i>Mates</i> should be dismissed
3	Providing employment when supply side needs	Printing Form No. 6 and making them easily available to the job card holders on demand
4	Timely disbursement of wages	Work measurement should be done on a daily basis and muster rolls should be timely sanctioned.
5	Monitoring	Systematic inspection by the public representatives and members of vigilance
6	Availability of work register at the site	<i>Mate</i> and assistant secretary to ensure the same
7	Location for asset	To ensure identification of proper location in future in such work and to provide the information in the <i>gram sabha</i>
8	Information dissemination on <i>gram sabha</i>	The date of conducting the <i>gram sabha</i> should be brought under the notice of all by beating drums and mike announcement.

9	Payment of low wages	<ul style="list-style-type: none"> • Timely measurement and payment as per specifications • The work measurement should be on same day • All laborers should be given the work • The task should be fixed in accordance to the work site
10	The work quality and design.	The site selection must be correct and appropriate from technical angle.

4.3.3. Other Findings

Outlay and Expenditure (2007-08)

It is evident from Table 7 that total expenditure in Sirohi is about 33 percent to the total funds available for the district. However, it is better than the state average of 26 percent; it is a matter of concern that funds available could not be utilised fully.

**Table 7: Comparison of Outlay and Expenditure (2007-08)
for Rajasthan and Sirohi**

	Rajasthan (Rs. In lacs)	Sirohi (Rs. In lacs)
Total Availability of Funds	144069.79	7570.5
Total Expenditure	37849.02 (26.27%)	2509.3 (33.14%)
Total Balance Left	106220.77 (73.72%)	5061.1 (66.86%)

Employment status (2007-08)

Table 8 indicates that Sirohi is ahead of the State average in several dimensions of NREGS. Out of total registered households, demand for employment on average is only 42.5 percent in comparison to about 57 percent at Sirohi. Also, Sirohi is ahead in percentage employment offered and in number of households completed 100 days.

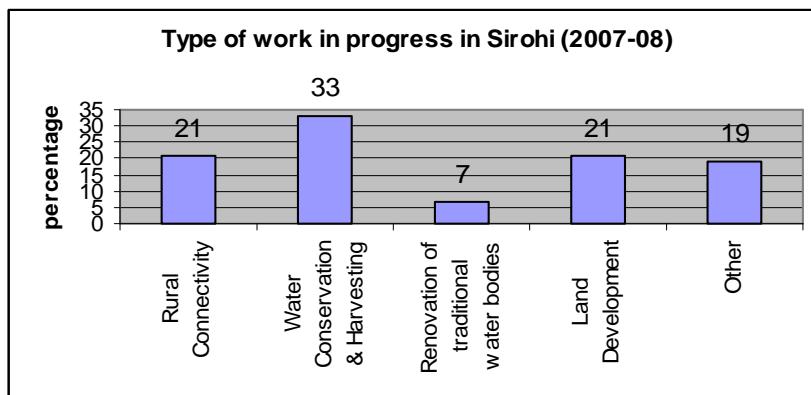
Table 8: Employment Status (2007-08)

Dimensions	At State Level	At Sirohi Level
No. of Registered Household	2738287	148412
Employment demanded by households	1165350 (42.5%)	84551 (56.97%)
Employment offered to the households	1140168 (97.8%)	84537 (99.98%)
No. of households completed 100 days	46593 (4%)	4840 (5.78%)
No. of person days	49045945	4148012

Type of work in progress (2007-08)

As evident from chart that most of the work done in the Sirohi are related to rural connectivity, land development, water conservation and harvesting structures. Since the blocks in Sirohi are either in dark zone or in sensitive zone, more works related to water conservation rather than water harvesting should be planned and executed.

Figure 19: Types of Work under NREGS in Sirohi (2007-08)



Shortage of staff

There is an overload of work on the existing staffs as there is multi-folds increase in the work after augmentation of NREGS in the district whereas many positions are vacant till date. In many cases, one *panchayat* secretary handles the charge of more than one *gram panchayat*. Being a backward area, it also faces heavy shortage of technical staff. The staffs appointed on the contract, are exploited and charged a heavy amount by the agency through which they are deployed under NREGA.

Frequent change in DSR

The work sanctioned on a particular lower District Schedule Rate (DSR) demands the amount larger than the previously sanctioned amount due to increase in DSR. Owing to

frequent change in Basic Standard Rate (BSR), the execution of the plan becomes tough as the cost of material goes up and the same work can not be executed in the budget prescribed and sanctioned. This creates a space for use of poor quality material misappropriation in wage payment etc. The changes are observed twice in DSR in a year sometimes.

4.4 Recommendations

Strengthening gram sabha

Strengthening the *gram sabha* is central to any development initiative including NREGA specially to maintain transparency and accountability. Mostly the *gram sabha* is weakly participated and decisions made there can not be called participatory. Investigating the situation revealed two reasons for lesser attendance

- Lack of information about the date on which *gram sabha* is planned as information is not given to the villagers; and
- Lack of involvement of people in decision making even if they are present.

For effective working of *gram sabha*, following needs to be taken into account:

- Any day (like 2nd Friday of the month) should be fixed for *gram sabha* meeting (as Sunday was fixed as polio day) and it should be made known to every villager through several means of communication suitable and available to the area.
- *Sarpanch* and *Panchayat* Secretaries should be trained for involving people and also monitored by authorities.
- Radio Programmes on importance of *gram sabha* in vernacular can be developed and broadcasted.
- *Gram sabha* will be especially used for NREGS related activities like need assessment, compliant handling etc.

Awareness generation

Lack of information about the provisions made under the Act, procedures of getting entitlements, details about ongoing work etc., have emerged out as a severe problem during Community Score Card and in CRC findings (see Table 3). Lack of information makes the beneficiaries vulnerable and unable to hold people for accountability. Awareness generation could be accomplished through:

- Intensive awareness generation on the provisions (entitlements) of the Act through rural means of communication must take place.
- Locally available literate villagers can be identified and trained by *panchayat* on a script containing major entitlements and procedures of implementation developed by experts in government or hired from outside.

Availability of application forms

Still there is no trend found of demand driven or right based approach in NREGS. People have the feeling that Sarpanch and *Panchayat Secretary* arranges the space for their employment and they can be inhibited if they wish for. To overcome this, following can be ensured:

- Ensure easy availability of application form (Form 6) for demanding job at various accessible public places like *Gram Panchayat Office*, Shops, Post office etc., and motivate people to submit application form and get dated receipt.
- A window for collecting application form and providing dated receipt with stamp should be opened at the *panchayat* office. One literate adult of the Panchayat can be trained and appointed for the purpose.

Work measurement

Accurate measurement of work is of prime importance as it becomes the base for payment of wages and so directly related to the impact of the scheme. CRC findings say that half of the people under NREGS are not satisfied with the measurement of work. However, the district administration justifies it with the reason of low performance of the workers and hence getting low wages and blaming that the wage coming low due to error in measurement. During visit to the work sites problem of measuring the task of low performing people and hard working people together and calculated the wage. A few people due to their status in the village get the wage only for their presence. In order to overcome this, following s recommended for accurate measurement of work

- A mechanism to allocate and measure the work individually should be developed and the task done individually should be entered on a daily basis in a format. *Mate* should be trained for daily allocation and measurement of work. The process of daily measurement should be made compulsory and it needs to be monitored by different authorities during their visit at the worksite.
- Clear articulation of norms (as norms differ from soil to soil and also depends on other conditions) fixed for measurement at that particular worksite should be conveyed to the beneficiaries at the beginning of each work and also should be displayed on the back side of the same board used for work site details. This will help in reducing any confusion or dissatisfaction.

Worksite facilities

Working women may face several difficulties if the facilities are absent at the worksite. If the crèche is absent, the mother had to keep infant in the open or leave them at home in the care of other children. In that case, she has to go home for breast feeding. There is no provision of funds for carrying the facilities to the worksite. In the stances, when the worksite is far from the locality, huge cost is incurred. This creates a space for corruption. Followings are recommended to enhance worksite facilities:

- Presence of all the facilities Water, Shade (in sufficient number), First-aid Box (with regular check up of medicines) and Crèche (As per the provisions of the Act) should be ensured at all the work sites.
- The provision of additional financial allocation is needed for carrying facilities to the work site and also to carry them out.

Empowerment of PRI

The principal authorities for planning, finalising, approving and implementing the scheme are entitled to the *panchayat* of all levels and government officials have to assist them. This is described in the Section 13 of the act. But the PRI functionaries are not empowered with the rights they are entitled for. Hence, there is a need for the following action:

- Approval of the works under NREGS should be made jointly by *Zila Parmukh*, DPC and *Pradhan* (of related block) and only after need assessment by *gram sabha* & technical analysis of the work by technical person.

Deployment

Problem of lack of staffs, inefficient staffs, staffs with without adequate power and facilities, low paid-staffs and some other problems related to staffs were found evident in the meetings and interviews. The present staffs justify their weak accountability by blaming above-mentioned situations. To hold them accountable, deployment of efficient and adequate staffs should take place, with focus on the following suggestions.

- Appointment of exclusive Programme Officers equipped with all required infrastructure and powers (related to executing agency at grassroots) with the responsibility of only NREGS at every block should be made as early as possible.
- The grassroots level staffs with reasonable salary and qualification should be recruited directly by government without any involvement of external agency. This will draw efficient staffs for the work and exploitation could also be minimised (Staffs have been recruited through external agency which exploits the personnel recruited through them).
- Deployment of female *mate* should be made compulsory at the work sites where female workers are 60 percent or more. This will help female workers to report their difficulties.

Convergence of schemes

Other schemes for development should be converged with NREGS to increase the cohesion in the process of development. For example:

- The recess at the worksite can be used for running literacy programme.
- Auxiliary Nursing Midwives can visit to the worksite and get most of the women at a place for regular check up and advice.

- Women workers can be motivated to formulate Self Help Groups (SHGs) and thus engaging them in other income generating activities also.
- Subsidy can be given to those who are willing to invest in alternative source of income like cow, goat etc., by clubbing it with self employment schemes.

Capacity building

Mate is the most important link between wage earners and service providers so S/he should be very responsible, understanding and efficient. During CSC, the ill-behaviour of mate was very strongly reported so there should be integrated training of mate on various aspects, e.g. work measurement, gender sensitivity, record keeping, behaviour etc.

Regular monitoring (with increased frequency) and vigilance by various different level officials and PRI representatives, who should be particularly trained for monitoring and inspection, should be made mandatory.

Grievances redress mechanism

Use of telecommunication can be very beautifully incorporated in the by setting up a local helpline on call centre model with toll free number and should be made known to all villagers Scheme. It will be very helpful for illiterate workers to solve their problems. This will solve several problems of grievance redress, information dissemination and awareness generation.

Equal distribution of assets

The ratio of cost for labour and material is maintained at the *Panchayat Samiti* level. In such a situation, the powerful PRI representatives get more share of material in their *gram panchayats*. This leads to inequality in creation of assets under NREGA and causes conflict. So the allocation/ sanction of works (*Kutcha: Pucca*) should be made at the level of *gram panchayats* to minimise the asset inequalities.

Social audit

The member selected in the Social Audit forum should be asked to submit affidavit saying that they are not relative of *Sarpanch* or *Panchayat Secretary*. Government should evolve proper mechanism to accomplish Social Audit with involvement of private players at least once in a year and they should be given protection in case of any emergency.

Others

Old age and handicapped people are not easily incorporated in the scheme because of their low capability. Some special measures like task reduction/easy work for handicapped/old people should be evolved for them. Separate job cards need to be made for married couples, living in joint family, even if they have joint Ration Card.

A parallel set up to the existing administrative set up by hiring of qualified people from the market to support implementation of NREGS can be established (West Bengal has adopted this model & the payment made to them is from contingency).

A public private partnership (GO-NGO collaboration) in the field of NREGS should be established for bringing transparency and accountability, as being done in the field of education.

Evolving the labour intensive processes which can create semi pucca structures rather than washable works and adopting them in making the structures semi pucca can be very useful in case of NREGS, where ration of labour and material is kept 60:40. For example, the kutch gravel roads can be pressed by using small implement made for the purpose (instead of using roller) to make it semi- pucca and more durable.

4.5 Impact

Operational changes

- **Capacity building:** Capacity building of *mate* is taking place for measuring the work daily in group of five people and making payment. Work done is now measured on a daily basis in the presence of the beneficiaries; all beneficiaries have been provided with a measuring tape also.
- **Facilities at worksites:** District level authorities have issued orders to ensure amenities at work sites are made available according to the provision.
- **Appointment of women supervisors:** Initiatives taken for the appointment of more female supervisors. The list has been prepared of the high school pass girls and training is imparted to them to work as mate. The deployment of female *mate* is taking place.
- **Availability of forms for demanding work:** Forms are now available in all important places in the village
- **Use of more broad-based communication strategies:** Dissemination of information about entitlements and *gram sabha* meetings is more widespread.
- **Initiative to accommodate Social Accountability tool:** Department of planning has ordered its evaluation cell together with the Centre for Good Governance in collaboration with CUTS CART to work for conduction of Training of Trainers on CSC to implement it to the other sectors.
- District Baanswara of Rajasthan has started running *Satat Shiksh Karyakram* during time of recess under NREGS. At several places, *Prerak* of *Satat Shiksh Karyakram* are appointed as *mate*, who executes the work of both *Prerak* as well as *Mate*. This was one of the project's recommendations.

Changes in development outcomes

- **Citizen Awareness & Empowerment:** There is an increase in awareness of NREGA entitlements and beneficiaries are realising that they have the power and opportunity to evaluate/assess the actions of the service providers
- **Women Empowerment:** Women supervisors are being appointed under NREGS and increased participation of women in household decision making processes as they earn.

5. Way Forward

How to keep alive the messages of the report and provide it a wider reach, how to escalate further the demand of the tools of Social Accountability in different regions and sectors by constructing market in the constituencies at the supply side and how to ensure its sustained use and thus improving governance will be the prime motives of the future actions.

The future actions (Short-Term)

1. Culling out the strong messages, interesting factoids and statistics and packaging them in a manner that can trigger the demand for the tools applied in the supply side constituencies.
2. Production of a documentary film and an audio program on the process of SAC approaches for wider dissemination of the effectiveness of the approaches among policy makers in different regions.
3. Seven divisional level workshops in each of the division of Rajasthan for sharing the outcomes of the Social Accountability pilots especially on NREGS and using the platform for dissemination of the effectiveness of the Social Accountability approaches among the administrative authorities.
4. Conducting the impact study twice at the intervals of three months to measure the impact of the project in the area of implementation and disseminating those impacts for direct influences.
5. Continuous advocacy with the power holder through meetings, presentations, distribution of publication containing success stories and creating pressure for fund allocation in the upcoming budget.
6. Conducting Press conferences for mounting pressure for adoption of the use of Social Accountability approaches in the delivery of services.
7. IT tools (Creation of separate website) will be utilised for disseminating the reports, summaries, press clippings, basic statistics and other information.

The future actions (Long-Term)

1. Identification of the credible NGOs in Rajasthan working on governance issues and orienting them on the approaches of social accountability.
2. Capacity building of the identified NGOs for using the tools of social accountability and for further using the tools in the various sectors of service delivery.

3. Dissemination among specific target audiences (policy makers, academics, educators, NGOs, private sector) and then catalysing multi-pronged advocacy with hands on experiences gathered from the use of the Social Accountability approaches in various sectors. The platform of '*Vidhayak Samvad*' may be used for the concept proliferation.
4. Journalists of all over rural Rajasthan will be encouraged to publish about the use and effectiveness of social accountability tools by announcing the social accountability as a subject under 'Gram Gadar rural journalism award'. This award is given to three rural journalists after selecting the best entries on a particular subject chosen.

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Event Photographs

District Level Launch Meeting Held on August 9, 2008



Monitoring Visit of Sanjay Agrawal to Sirohi
Held during December 10-12, 207



**Exposure Visit to Andhra Pradesh
Held during March 1-6, 2008**



Community Score Card (Held during March 12-15, 2008)



District Level Dissemination Meeting

Held on May 21, 2008



State Level Dissemination Meeting (Held on July 16, 2008)



Media Coverage

Dainik Bhaskar, August 10, 2007

रोजगार गारंटी की आकलन परियोजना का शुभारंभ

भास्कर न्यूज़ सिरोही

कदम्स सेंटर फार कंज्मर एक्सेन रिसर्च एंड ट्रेनिंग कदम्स कार्ट एवं विश्व बैंक द्वारा संयुक्त रूप से सिरोही जिले में राष्ट्रीय ग्रामीण रोजगार गारंटी का आकलन परियोजना का शुभारंभ जिला परिषद भवन में किया गया।

मुख्य अतिथि जिला कलेक्टर सिद्धार्थ महाजन ने कहा कि जिले में तुलनात्मक दृष्टिकोण से योजना का क्रियान्वयन संतोष जनक है। उन्होंने महिला मेट्रम की कमी को उजागर करते हुए कहा कि महिला मेट्रम को शामिल करना तथा उनके द्वारा निरोधण की अधिक आवश्यकता है। विशिष्ट अतिथि जिला प्रमुख अन्नाम बोराणा ने कहा कि अनुसूचित जाति जनजाति और निवृत्त वर्गों के लिए आवास योजना को इस योजना में जोड़ने की जरूरत है। जिले के मुख्य वार्डकारी अधिकारी अशवक दुर्देन ने कहा कि मजदूरी कम होने का कारण श्रमिकों द्वारा मस्टर रोल में नाम लिखा कर कार्य नहीं करता है। गोवाली सरपंच श्रीमती मीराटेली ने सुझाव दिया कि औसत

परिश्रमिक बढ़ाने के लिए कार्य के माप को अधिक व्यवहारिक बनाया जाना चाहिए। जन चेतना संस्थान के महेश यादव ने कहा कि योजना का मूल उद्देश्य स्थान परियोजनाओं का निर्माण कर भोजन सुखा और आजीविका का स्थाई प्रबंध करना है।

परियोजना अधिकारी ओपी चौहान ने योजना में संबंधित आकड़े गेश करते हुए सरकारी और गैर सरकारी संगठनों से सहयोग की अपेक्षा जताई। कदम्स कार्ट को आगे से संस्था के एसोसिएट डायरेक्टर जार्ज चेरियन ने समाजिक जाकार्डेटिक सुनिश्चित करने के उपायों पर चर्चा की। संस्था के डिप्टी डायरेक्टर गजेन्द्र कुमार शर्मा ने परियोजना के विभिन्न पहलुओं के क्रियान्वयन में जश्नी तत्वों की ओर इशारा किया। सहायक परियोजना समन्वयक ओमप्रकाश आर्य ने आकलन परियोजना की रूप रेखा सभा के सम्बन्ध रखी। शुभारंभ बैठक में कवफी मात्रा में जनप्रतिनिधि सरकारी अधिकारीगण, गैर सरकारी संगठनों के प्रतिनिधि और लाभार्थी शामिल हुए।

Discussing the Outputs of
REGS In Sirohi District
August 9, 2007, Sirohi



■ सिरोही रोजगार गारंटी योजना के आकलन के लिए आयोजित बैठक में उपर्युक्त अधिकारी एवं जन प्रतिनिधि। -भास्कर

योजना में महिला मेट्रस को शामिल करना जरूरी-महाजन

न्यूज़ सर्विस

सिरोही, 9 अगस्त। कट्टस सेन्टर फॉर कन्ज्यूमर एक्शन रिसर्च एण्ड ट्रेनिंग (कट्टस कार्ट) एवं विश्व बैंक द्वारा संयुक्त काप से सिरोही जिले में राष्ट्रीय ग्रामीण रोजगार गारंटी का आकलन परियोजना का शुभारंभ सिरोही के जिला परिषद् भवन में किया गया।

सभा के मुख्य अतिथि के रूप में सम्मोहित करते हुए जिला कलक्टर रिहार्थ महाजन ने कहा कि जिले में तुलनात्मक दृष्टिकोण से योजना का क्रियान्वयन संतोष जनक है। उन्होंने महिला मेट्रस की कमी को ठज्जगर करते हुए कहा कि महिला मेट्रस को शामिल करना तथा उनके द्वारा निरीक्षण की अधिक आवश्यकता है।

उन्होंने ग्रामीणों से आपील की कि इस सम्मोहित की अपील को अकाल राहत योजना से नाम लिखा कर कार्य नहीं करना है। महेश चांदव ने कहा कि योजना वह जनप्रतिनिधि अलग रख कर देखे। कार्यक्रम के बैठक में गोईली सरपंच श्रीमती भीरा मूल का मूल उद्देश्य स्थाई गैर सरकारी संगठनों के प्रतिनिधि विशिष्ट अतिथि जिला प्रभुख अन्नाराम देवी ने सुझाव दिया कि औरस परिसम्परियों का निर्माण कर भोजन

बोगणा ने कहा कि अनुसुचित जाति जन जाति और निर्धन वर्गों के लिए आवास योजना को इस योजना से जोड़ने की जरूरत है। जिले के मुख्य कार्यकारी अधिकारी अणकाक हुदैन ने कहा कि मजदूरी कम होने का कारण श्रमिकों द्वारा मस्टर रोल में

सिरोही में राष्ट्रीय ग्रामीण रोजगार गारंटी का आंकलन परियोजना का शुभारंभ

परिश्रमिक बढ़ाने के लिए कार्य के सुरक्षा और आजीविका का स्थाई माप को अधिक व्यवहारिक बनाया प्रबंध करना है।

जाना चाहिए। जन चेतना संस्थान के परियोजना अधिकारी ओ.पी.

चौहान ने योजना से संबंधित आकड़े पेश करते हुए सरकारी और गैर सरकारी संगठनों से सहयोग की अपेक्षा जतायी। कट्टस कार्ट की ओर से संस्था के एसोसिएट डायरेक्टर जार्ज चेरियन ने सामाजिक जीवाजदेहिता सुनिश्चित करने के उपायों पर चर्चा की। संस्था के डिप्टी डायरेक्टर राजेन्द्र कुमार शर्मा ने परियोजना के विभिन्न पहलुओं के सफल क्रियावयन में जरूरी तत्वों की ओर इशारा किया। इस शुभारंभ बैठक में कार्पै मात्रा में सरकारी अधिकारीगण,





लिंगोही में सेटर फॉर कंज्यूमर एक्शन रिसर्च एण्ड ट्रेनिंग (कट्स कार्ट) एवं विश्व बैंक के सम्मुख तत्वावधान में गुरुवार को जिला परिषद भवन में राष्ट्रीय रोजगार गारंटी का आकलन परियोजना का शुभारंभ किया गया।

'योजना का क्रियान्वयन संतोषजनक'

सिरोही, 9 अगस्त [कास]

सेटर फॉर कंज्यूमर एक्शन रिसर्च एण्ड ट्रेनिंग (कट्स कार्ट) एवं विश्व बैंक के सम्मुख तत्वावधान में गुरुवार को जिला परिषद भवन में राष्ट्रीय रोजगार गारंटी का आकलन परियोजना का शुभारंभ किया गया।

बतौर मुख्य अतिथि जिला कलक्टर मिठाई महाजन ने कहा कि जिले में सुलनात्मक दृष्टिकोण से योजना का क्रियान्वयन संतोष जनक है। महिला मेंटर्स को शामिल करने की ज़रूरत पर चल दिया। विश्व अतिथि जिला प्रमुख अलाराम लोराणा ने कहा कि अनुसूचित जाति जनजाति और निर्धन वर्गों के लिए आवास योजना को इस योजना से जोड़ने की ज़रूरत है। मुख्य कार्यकारी अधिकारी अशफाक हुसैन ने कहा कि मजदूरी कम होने का कारण

श्रमिकों का मस्टररोल में नाम लिखा कर कार्य नहीं करना है। गोथलो सरपंच श्रीमती गोसादेवी ने सुझाव दिया कि औमत परिश्रमिक बढ़ाने के लिए कार्य के माप को अधिक व्यवहारिक बनाया जाए। जन चेतना संस्थान के महेश यादव ने कहा कि योजना का मूल उद्देश्य स्थाई प्रबंध करना है। परियोजना अधिकारी ओपी चौहान ने योजना से संबंधित आकड़े प्रस्तुत किए। कट्स कार्ट की ओर से सम्भा के एसोसिएशन डायरेक्टर जार्ज चेरियन ने सामाजिक जलबद्धिता मुनिश्चित करने के उपायों पर चर्चा की। सम्भा के हिस्टी डायरेक्टर गोपेश्वर शर्मा ने परियोजना के विभिन्न पहलुओं के सफल क्रियान्वयन में ज़रूरी तत्वों की जानकारी दी। सहायक परियोजना समन्वयक ओम गुरुकांश आर्थ ने आकलन परियोजना की रूप रेखा प्रस्तुत की।

रोजगार गारंटी के कार्यों की समीक्षा

भास्कर न्यूज. शिवगंज

कर्टस सेंटर फॉर कंज्यूमर एक्शन रिसर्च एंड ट्रेनिंग एवं विश्व बैंक के तीन सदस्यों दल ने मंगलवार को शिवगंज पंचायत समिति क्षेत्र में राष्ट्रीय रोजगार गारंटी योजना के चल रहे कार्यों के प्रगति की समीक्षा कर लक्षणों की प्राप्ति के निर्देश दिए।

पंचायत समिति के सभाभवन में आयोजित की बैठक में विश्व बैंक के सदस्य संजय अग्रवाल, कर्टस कार्ट संस्था के सदस्य राजेंद्र कुमार एवं ओम प्रकाश आर्य ने इंजीएस योजना के तहत होने वाले कार्यों के भुगतान में पारदर्शिता लाने के लिए कार्यरत श्रमिकों के खाते खोलने, कुआ खुदाई कार्य, महिला मेटों को प्राथमिकता देने, वार्षिक प्लान गांवों की भौगोलिक स्थिति एवं बाटर लेवल के आधार पर तैयार करने, जल ग्रहण व शिक्षा की सहभागिता, मेटों की कार्य कुशलता के लिए आवश्यक निर्देश दिए। कार्यक्रम अधिकारी ने बताया कि दल के सदस्यों ने ग्राम पालड़ी एम क्षेत्र स्थित अनुसूचित जनजाति के दो कृषकों के खेतों में चले हुए मेडबदी कार्य का



■ शिवगंज. मंगलवार को आयोजित बैठक को संबोधित करती रोजगार गारंटी योजना कार्यक्रम अधिकारी श्रीमति कविया। -भालर

निरीक्षण किया एवं कार्यरत श्रमिकों से कनिष्ठ अभियंता ओमप्रकाश बोहरा, रुबरु होकर जानकारी ली। बैठक में पंचायत समिति के सदस्य धैरसिंह रोजगार गारंटी योजना कार्यक्रम अधिकारी श्रीमती सीमा कविया ने अपने सम्बोधन में इंजीएस योजना के कार्यों की प्राप्ति के बारे में विस्तार से अपने प्रधान श्रीमती हंजादेवी मेघवाल, विकास अधिकारी महावीरसिंह, कनिष्ठ लेखकार रामलाल खड़ेलवाल, और सांस्कृतिक कार्यक्रम आयोजित किए गए।



शिवगंज में नरेगा की बैठक को संबोधित करती नरेगा की कार्यक्रम अधिकारी सीमा कविया व प्रधान श्रीमती हंजा मेघवाल।

कार्यों की प्रगति व समीक्षा पर की चर्चा

तीन सदस्यी दलों ने दिए

लक्ष्य प्राप्ति के निर्देश

शिवगंज, 11 दिसंबर [एसए]। कर्टस सेंटर फॉर एन्ज्यूमर रिसर्च एंड ट्रेनिंग एवं विश्व बैंक के तीन सदस्यी दलों ने अपने दो दिवसीय दौरे के तहत पहले दिन शिवगंज क्षेत्र में मंगलवार को राष्ट्रीय श्रमिक रोजगार गारंटी योजना के कार्यों की समीक्षा कर लक्षणों की प्राप्ति के निर्देश दिए।

इसके बाद तीन सदस्यी दलों ने देर शाम को साढ़े चार बजे जिला

कल्कटा से मिलकर स्थितियों की जानकारी ली और कार्यों के सम्बन्ध में चर्चा की। स्थानीय पंचायत समिति सभागार में हुई बैठक में विश्व बैंक सदस्य संजय अग्रवाल, कर्टस कार्ट संस्था के राजेंद्र कमार एवं ओमप्रकाश आर्य ने इंजीएस योजना में भुगतान में

पारदर्शिता लाने के लिए कार्यरत श्रमिकों के खाते खोलना, कुआ खुदाई कार्य, महिला मेटों को प्राथमिकता, वार्षिक प्लान गांवों की भौगोलिक स्थिति एवं बाटर लेवल के आधार पर तैयार करने अन्य योजना जलग्रहण एवं शिक्षा की सहभागिता, मेटों की कार्यक्रम अधिकारी श्रीमती सीमा कविया व प्रधान श्रीमती हंजा मेघवाल उपस्थित ग्रामसेवकों एवं सरपंचों ने योजना संबंधी समस्याएं एवं सुझाव रखे। कार्यक्रम अधिकारी श्रीमती सीमा कविया ने पंचायत समिति क्षेत्र में इंजीएस की प्रगति की जानकारी दी। बैठक में पंचायत समिति प्रधान श्रीमती हंजादेवी मेघवाल, विकास अधिकारी महावीरसिंह, कनिष्ठ लेखकार रामलाल खड़ेलवाल, कनिष्ठ अभियंता ओमप्रकाश बोहरा आदि उपस्थित थे।

New technique used to assess NREGS

Special Correspondent

JAIPUR: Community Score Card (CSC), a new technique among the available social accountability tools, was used in Rajasthan recently to assess the implementation of the National Rural Employment Guarantee Scheme (NREGS) in Sirohi district.

The CSC was put to use for the first time in the State by CUTS Centre for Community Action Research and Training

(CUTS CART) under a social accountability project to assess NREGS in Sirohi in a four-day orientation cum field exercise in Rohida Gram Panchayat of Pindwara block from March 12 to 15.

The CSC process is a community-based monitoring tool that is a hybrid of the techniques of social audit and citizen report cards. Like the citizen report card, the CSC process is an instrument to extract social and public ac-

countability and responsiveness from service providers. By linking service providers to the community, citizens are empowered to provide immediate feedback to service providers.

The CSC process uses the "community" as its unit of analysis, and is focused on monitoring at the local/grassroots levels.

The CSC solicits user perceptions on quality, efficiency and transparency. This in-

cludes tracking inputs or expenditures, monitoring the quality of services/projects, generating benchmark performance criteria that can be used in resource allocation and budget decisions, comparing performance across districts, generating direct feedback mechanisms between providers and users, building local capacity, and strengthening citizen voice and community empowerment.

पाली • शुक्रवार • 14 मार्च, 2008

राजस्थान पत्रिका

रोहिंडा, 13 मार्च
[पंस] स्थानीय

करुणामाता मंदिर प्रगणन में

चल रही कट्टस कार्ट की गांधीय ग्रामीण रोजगार गांरटी योजना की चार दिवसीय सामुदायिक आकलन कार्यशाला में गुरुवार को उपयोगी जानकारी दी गई। कट्टस कार्ट के जार्ज चेरियन के अनुसार कार्यशाला में बताया गया कि

सेवा प्रदाताओं व सेवा प्राप्तकर्ताओं के बीच परस्पर संबंध

स्थापित कर सेवाओं की स्थिति में सुधार लाया जाता है।

यह सामाजिक जवाबदेहिता व्यापित करने की एक सशक्ति

पद्धति है जो सेवा प्रदान करने वाले और सेवा ग्रहण

करने वालों के बीच संबंध स्थापित करती है। कार्यशाला में ग्राम पंचायत रोहिंडा व वाटेरा के बाईं पंचों, मजदूर, मेट व सरपंचों ने भाग लिया। कार्यशाला में नेशनल लेबर ओपन यूनिवर्सिटी प्रोफेसर संतोषकुमार व ओमप्रकाश आर्य वार्ता दे रहे हैं। सरपंच गंगाटेवी गहलोत, वाटेरा सरपंच चन्द्रकान्त वैष्णव, रोहिंडा उपसरपंच त्रम्बकलाल दवे ने भी संबंध

कायम किया।

रोजगार गारंटी की कार्यशाला

भास्कर न्यूज. सिरोही

राष्ट्रीय ग्रामीण रोजगार गारंटी योजना की आंकलन परियोजना के अंतर्गत जिला स्तरीय निक्षेप प्रस्तुतिकरण एवं सामूहिक संवाद नामक कार्यशाला का आयोजन बुधवार को जिला परिषद सभागार में किया गया।

सेंटर फॉल कंज्यूमर एक्शन रिसर्च एंड ट्रेनिंग केंट्रल जयपुर ने सामाजिक जवाबदेहिता के विभिन्न

तरीकों का उपयोग कर जिले में राष्ट्रीय ग्रामीण रोजगार गारंटी योजना का आंकलन किया है। इस आंकलन से प्राप्त निष्कर्षों पर सामूहिक चर्चा के लिए इस कार्यशाला का आयोजन किया गया था।

कार्यशाला में जिला प्रमुख अन्नाराम बोराणा, आबूरोड पंचायत समिति प्रधान अणदाराम, रेवदर पंचायत समिति प्रधान श्रीमती पदमा

कुंवर सहित कई पंचायतीराज जनप्रतिनिधियों तथा जिला कलेक्टर सिद्धार्थ महाजन, जिला परिषद के मुख्य कार्यकारी अधिकारी अशफाक हुसैन तथा एसीईओ महिपालसिंह उज्ज्वल सहित कई अधिकारियों ने भाग लिया और अपने सुझाव रखे। कदम कार्ट से जुड़े जॉर्ज चेरियन और ओमप्रकाश आर्य ने निष्कर्षों का प्रस्तुतिकरण दिया।



■ सिरोही केंट्रल द्वारा आयोजित राष्ट्रीय ग्रामीण रोजगार गारंटी योजना आंकलन की जिला स्तरीय बैठक को संबोधित करते जॉर्ज सीनियर।

दैनिक भास्कर

पाली, गुरुवार 22 मई, 2008



सिरोही के जिला परिषद् सभागार में आयोजित संवाद नामक कार्यशाला को समरोचित करते जिला प्रमुख अन्नाराम बोराण।

मसाल

संवाद विषयक कार्यशाला आयोजित

न्यूज़ सर्विस

सिरोही, 21 मई। राष्ट्रीय ग्रामीण रोजगार गांरटी योजना की आंकलन चरियोजना के अन्तर्गत जिला संसदीय निष्कर्ष प्रस्तुतिकरण एवं सामुहिक संवाद नामक कार्यशाला का आयोजन बुधवार को जिला परिषद् सभागार में किया गया।

सेंटर फारं कन्ज्यूम एवं नरिसर्व एंड ट्रेनिंग (कट्टस-कार्ट) जयपुर में सामाजिक जवाबदेहिता

के विभिन्न तरीकों का उपयोग कर जिले में राष्ट्रीय ग्रामीण रोजगार गांरटी योजना का आंकलन किया है। इस आंकलन से प्राप्त निष्कर्षों पर सामुहिक चर्चा के लिए इस कार्यशाला का आयोजन किया गया था।

इस कार्यशाला में जिला प्रमुख अन्नाराम बोराण, आबूरोड पंचायत समिति प्रधान अण्डाराम, रेवदर पंचायत समिति प्रधान श्रीमती

पदमा कुंवर सहित कई पंचायतीराज जनप्रतिनिधियों तथा जिला कलक्टर सिद्धार्थ महाजन, जिला परिषद् के मुख्य कार्यकारी अधिकारी अशफाक हुसैन तथा एसीओ महिपालसिंह उज्जवल सहित कई अधिकारियों ने भाग लिया और अपने सुझाव रखे। कट्टस-कार्ट से जुड़े जॉर्ज चेरियन और ओमप्रकाश आर्य ने निष्कर्षों का प्रस्तुतिकरण दिया।

नरेगा से बढ़ा जीवनस्तर

कार्यालय संवाददाता

सिरोही, 21 मई

जिला परिषद सभागार में बुधवार को आंकलन परियोजना के अंतर्गत जिलास्तरीय निष्कर्ष प्रस्तुतिकरण एवं सामूहिक सवाद नामक कार्यशाला में प्रस्तुत सर्वे रिपोर्ट में यह माना गया कि ए नरेगा के कारण ग्रामीण क्षेत्रों में लोगों के जीवन स्तर में सुधार आया है। यह सर्वे सेंटर फॉर कंज्यूमर एक्शन रिसर्च

एण्ड ट्रेनिंग संस्थान ने किया। सर्वे रिपोर्ट पर चर्चा के दौरान जिला प्रमुख अनाराम बोराणा ने कहा कि जनप्रतिनिधियों का योगदान महत्वपूर्ण है।

उन्होंने इस योजना में लघुकृपकों को जोड़ने की पैरवी की। रेवदर प्रधान पद्माकुंवर ने सबकी जिम्मेदारी तय करने और आबूरोड प्रधान अणदाराम गरासिया ने प्रस्तावों को समय पर स्वीकृत करने की जरूरत बताई। इससे पहले कट्टस के डायरेक्टर जार्ज

चेरियन ने परियोजना के विभिन्न पहलूओं और उपयोगिता पर प्रकाश डाला। ओमप्रकाश आर्य ने निकायों का प्रस्तुतिकरण किया। विशिष्ट अतिथि जिला कलक्टर सिद्धार्थ महाजन ने इस सर्वे रिपोर्ट में आए सकारात्मक परिणामों का श्रेय सरपंच व सचिवों को देते हुए कहा कि अगर पंचायत स्तर पर प्रस्तावों की पालना की जाए तो योजना के क्रियान्वयन में मदद मिलेगी। कार्य प्रतिनिधि घर्मेन्द्र चतुर्वेदी ने धन्यवाद ज्ञापित किया।

825 परिवारों को किया शामिल

सर्वे में 825 परिवारों को शामिल किया गया। इसके अलावा 60 पंचायत सचिव-उपसचिव, 30 सरपंच तथा 75 मेट के निष्कर्षों को शामिल किया गया।

कृषि कार्यों को प्राथमिकता

सर्वे में कृषि कार्यों को भी नरेगा में प्राथमिकता देने, अदाम आदमियों के काम मांगले की स्थिति में नीति बनाने, युवाओं के नरेगा से विमुख होने की स्थिति का विकल्प ढूँढ़ने, मजदूरी और सामग्री का अनुपात 60:40 रखने का औचित्य जैसे मुद्दों पर विचार करने की आवश्यकता जताई।



सिरोही जिला परिषद सभागार में आयोजित राष्ट्रीय ग्रामीण रोजगार जारंटी योजना की बैठक को संवोधित करते जिला प्रमुख अनाराम बोराणा।

Rural women feel empowered through NREGS, says study

P J Joychen | TNN

Jaipur: Nearly 75% rural women in the state feel that their status within the family has increased after they began earning through the National Rural Employment Guarantee Scheme (NREGS), says a study. The scheme has thus turned out to be a vehicle for social and economic transformation which resulted in the economic empowerment and decision-making process of women in rural areas.

The findings are part of a sample survey and study of social accountability conducted by CUTS CART, an NGO, in partnership with the World Bank in Sirohi district of the state. The study was conducted in 825 households spread over five blocks in the district on a random basis. Around 51% women admit improvement in their living standard following increased income generation through the NREGS. More than 50% of the workforce under the scheme have daily labour as the main source of income while the literacy level of women workers was found to be very low at 19%.

Another interesting aspect of the finding was the presence

of large number of above poverty line (APL) families (72%) enjoying the benefit of the scheme reflecting the paradigm shift in the economic status of the so-called APL families in the rural areas.

The study noted that the major attraction of the scheme is that it provides employment during lean season 'in own village' which has ultimately helped to reduce migration. "Migration has reduced by about 3% after the launch of the NREGS programme," it said.

It noted that the bargaining power of the labourers has increased considerably with an alternative job opportunity in sight, while 61% of the people prefer NREGS to any other work available outside.

The study recommends that the recess time at worksite can be utilised for running literacy programmes.

The health worker or an ANM can visit the worksite to interact with the women. Self Help Groups were also activated among others. Besides, given to those to invest in a sources like clubbing it with the scheme

दैनिक भास्कर

जयपुर, गुरुवार 17 जुलाई, 2008

रोजगार गारंटी योजना से सभी वर्गों को लाभ

नसं-जयपुर. राष्ट्रीय ग्रामीण रोजगार गारंटी योजना से समाज के सभी वर्गों को लाभ प्राप्त होता है। कटर (सेंटर फॉर कंज्यूमर एक्शन रिसर्च एंड ट्रेनिंग) की ओर से बुधवार को ओटीएस में आयोजित कार्यक्रम में मुख्य अतिथि अतिरिक्त मुख्य सचिव ए.के.पांडे ने कहा कि इस योजना में महिलाओं व पुरुषों की समान भागीदारी रखी गई है। उन्होंने कहा कि आमजन को आजीविका के दो तरीके हैं मजदूरी व स्वरोजगार। उन्होंने कहा कि मजदूरी प्रदान करने के लिए नरेंगा योजना है, लेकिन स्वरोजगार के लिए कोई योजना नहीं है।

इस सामूहिक संवाद कार्यक्रम में योजना सचिव यदुवेंद्र माथूर ने कहा कि वर्तमान में सेवाओं के मूल्यांकन की महती आवश्यकता है। सभी योजनाओं में ग्रामवासियों को सेवाएं देने के साथ-साथ अन्य विकल्प भी उपलब्ध कराने होंगे। राष्ट्रीय रोजगार गारंटी योजना में अभी कौशल विकास को बढ़ावा देनी की जरूरत है। ग्रामीण विकास सचिव ने योजना के बारे में ग्रामीण स्तर पर और अधिक जागरूकता की आवश्यकता जताई। परियोजना समन्वयक ओमप्रकाश अर्थ ने परिणामों के बारे में बताया। इस मौके पर रोजगार गारंटी योजना से जुड़े अधिकारी, स्वयंसेवी संस्थाओं व पंचायतीराज प्रतिनिधि मौजूद थे।

Hindustan Times, Jaipur Live, Saturday, July 19, 2008

CUTS report paints a sorry picture

HT Correspondent

LACK OF staff and wages is plaguing the national rural employment guarantee scheme's (NREGS) implementation in Sirohi district. This was found by a social accountability report on the scheme in the district at a state level dissemination meeting by the CUTS CART.

While releasing the report, CUTS director George Cherian said that hiring qualified persons and putting up an administrative set-up parallel to the existing one for the scheme's implementation could give better results.

According to the survey report based on various social accountability tools, including the Citizens' Report Card, Community Score Card and the Participatory Expenditure Tracking Survey, 63 per cent people are unaware of the scheme's basic provisions, while over 40 per cent complain of not being part of the decision-making process.

It further read that percentage of satisfaction on effectiveness of grievances redress mechanism available was 39 per cent. Fifty-six per cent of people alleged that the scheme's implementation lacked honesty, while 48 per cent argued against lack of transparency and accountability. The report also revealed that social audit as per the provisions of NREG Act was not done.

Meanwhile, Loomba Ram, Pradhan of Sirohi district; Chandrakant Vaishnav, Sarpanch of Watera Gram Panchayat in Pindwada and DK Chaudhary, Programme Officer (NREGS) Sirohi spoke against the loopholes in the scheme's implementation.

"Establishing a public-private collaboration for on-field education to the beneficiaries will resolve the problem of lack of mass awareness", Cherian suggested. Frequent community audits could address the issue of lack of transparency, he added.

Employment scheme checking migration

Also an increase in incomes of the local population in Sirohi district of Rajasthan

Special Correspondent

JAIPUR: An assessment of the impact of the much talked-about National Rural Employment Guarantee Scheme (NREGS) in Sirohi district of Rajasthan has revealed a sharp decline in migration and a substantial increase in the incomes of the local population in the wake of introduction of the jobs scheme. The district, bordering Gujarat, is a tribal-dominated area where unemployment has been rampant and migration of labour a regular feature during the lean season.

A 20s (quality and quantity) assessment of NREGS in Sirohi, one of the first six districts

brought under the scheme in Rajasthan, by the CUTS Centre for Consumer Action, Research and Training (CUTS CART) in partnership with the World Bank has revealed 97 per cent employment for the inhabitants in their own villages during the lean season. The scheme has helped bring down migration by 93 per cent and helped improve facilities in the villages by 94 per cent.

The findings were presented at a high-level meeting held here to share the key findings of the assessment. Even while there were many gaps detected in the scheme including those pertaining to lack of proper awareness among the people on their entitlements and no

- **97 % employment for locals**

- **Migration down by 93 per cent**

full utilisation of allocated funds, its positive impact showed monthly income of the local people going up by 87 per cent and the labourers' bargaining power gaining new heights.

With 1.48 lakh households carrying job cards, Sirohi district had an allotment of Rs.7,570 lakh for the year 2007-08 while the spending remained at Rs.2,509 lakh. A total of 84,561 persons sought

work under the scheme and almost all — 84,537 of them — were provided the same.

CUTS director George Cheryan, who presented an overview of the project, said lack of awareness (63 per cent) was found to be a major reason for lower participation of labourers in the scheme. "There seems to be an information gap. We found only 4,840 persons who made use of the scheme completing 100 days of work. That is a mere 5 per cent," he noted. The lack of awareness about entitlements was as high as 63 per cent.

Om Prakash Arya, who presented the key findings, said the study also revealed an absence of local participation in

decision-making and low satisfaction levels (50 per cent) on the process of measurement of work. There was no effective grievance redress mechanism in place, he said. 48 per cent of the workers were found unhappy about the transparency and accountability. There was also a shortage of implementation staff, he pointed out.

State Additional Chief Secretary A.K. Pande, who attended the meeting, said: "We accept the findings and the recommendations as there is no point to differ."

World Bank representative Benjamin Powis, too, felt that further institutionalisation of the scheme would add to its effectiveness.

जयपुर • गुरुवार • 17 जुलाई, 2008

राजस्थान पत्रिका

'नरेगा में माप के तरीके से 50 फीसदी नाखुश'

राज्य में चल रही राष्ट्रीय ग्रामीण रोजगार गारंटी योजना में कार्य के मापने के तरीके व शिकायतों के निपटारे की स्थिति से पचास फीसदी मजदूर नाखुश हैं। यह तथ्य 'कट्स' संस्था की ओर से सिरोही जिले में किए गए सर्वेक्षण में सामने आए हैं। सेंटर फॉर कन्ज्यूमर एक्शन रिसर्च एण्ड ट्रेनिंग की ओर से बुधवार को ओटीएस में सामूहिक संवाद कार्यक्रम में परियोजना समन्वयक ओमप्रकाश आर्य ने इस अवसर पर सिरोही जिले में रोजगार गारंटी योजना पर किए गए सर्वे के तथ्यों का प्रस्तुतिकरण किया। कार्यक्रम में अतिरिक्त मुख्य सचिव ए.के. पाण्डे ने कहा कि इस योजना से सभी बगों के लोगों को लाभ मिल रहा है। राजस्थान के योजना सचिव यदुवेन्द्र माथुर, ग्रामीण विकास सचिव राजेन्द्र भाणावत, मुख्यमंत्री की ओ.एस.डी. अनिता भट्ट, कट्स के निदेशक जॉर्ज चेरियन भी मौजूद थे।