CHAPTER - III
Implementation Mechanism of MGNREGA

MGNREGA, the largest poverty alleviation programme of Government of India designed to eliminate poverty and unemployment through an on demand provision of work for wage employment and creation of durable assets alongside through the active coordinated participation of rural population and administration. The programme ensures a social security for unskilled work force of rural areas.

A huge program of providing work to masses on such a large scale needs a well coordinated and effective implementation at all levels, at every nook and corner of the country, not merely a good start. The programme tends to fail to achieve its objective if only the investment section is sound; it should be strong at each level and in every department of its implementation to achieve optimum results. Nominal investment with efficient planning pushes development, a general well being and a progress in administration.

This chapter gives an idea to understand the basic implementation principles, organisational structure and functionaries that are responsible for the effective implementation of MGREGA.

3.1 Basic Implementation Principles:\footnote{Operational Manuals 2006, Department of Rural Development; Govt. of Andhra Pradesh}:

1. Collaborative Partnership and Public Accountability: The vision of MGNREGA is a concerted alliance of the Central Government of India, the States, Gram Panchayats and the local community. The Villages and Blocks are at the root levels of the implementation activities, whereas the Blocks and Districts coordinate the activities. Planning, supervision and monitoring take place at all levels i.e. village, Block, District
and State with the load of the accountability to the community falling on the concerned authorities.

2. **Community Participation:** It is mandatory that the Gram Sabha should be the effective platform for community participation. Other effective methods like local Vigilance and Monitoring Committees, workers’ associations, self-help groups, user groups and other grass-roots structures can be streamlined for community participation. A greater public accountability in a transparent manner can be achieved through active community participation.

3. **Role of Panchayats:** Panchayats are pivotal in effective implementation of the scheme. As per MGNREGA section 13(1), the Panchayats at each level will be the ‘Principal Authorities for planning and implementation of the Schemes’ where Part Nine of the Constitution does not apply, local councils/authorities as mandated by the State concerned will be invested with corresponding responsibilities.

4. **District Programme Coordinator and Programme Officer:** The District Programme Coordinator (DPC) at the District level, and to the Programme Officer (PO) at the Block level are chief responsible officers who ensures that the Scheme is being implemented in accordance with the Act.

5. **Coordination among Agencies:** The Panchayats at each level should coordinate with each other for the effective implementation of the Scheme. For example the Gram Panchayats and Blocks should coordinate with each other on all level of the programme implementation.

6. **Resource Support:** The Government of India as well as the State governments should provide the necessary resource pertaining to the implementation of the scheme on time.
3.2 Institutional Structure of MGNREGA:\(^{55}\):
For planning, implementation and monitoring, detailed guidelines have been developed by the Ministry of Rural Development. MGNREGA has a five-tier structure of implementation starting from Gram Panchayat (GP) at the bottom to the Central Government at the top with such intermediary bodies viz, Block panchayat, District Panchayat and State Government. The brief overview of the roles and responsibilities of key functionaries under MGNREGA are as follows:

3.2.1 Gram Panchayat Level:

- **Gram Panchayat (GP):**
  The GP is the pivotal body for planning and implementation. Programme Officer (PO) is required to allot at least 50 per cent of the works in terms of cost to the GPs for implementation. The GP is responsible for the following activities:
  
  a) Receiving and verifying applications for registration
  b) Registering households
  c) Issuing Job Cards (JCs)
  d) Receiving applications for work and issuing dated receipts for these applications for work
  e) Allotting work within fifteen days of submitting the application
  f) Identification and planning of works, developing shelf of projects including determination of the order of their priority.
  g) Executing works that shall meet the required technical standards and measurements
  h) Maintaining records
  i) Maintaining accounts and providing utilization certificates in formats prescribed by Central/ State Govt.
  j) Prepare annually a report containing the facts and figures and achievements.
  k) Generate awareness and social mobilization.
  l) Convening the GS for planning and social audit

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m) Make available all relevant documents to the GS for the purpose of conducting the social audit
n) Monitoring implementation at the village level

✓ **Gram Rozgar Sahayak or Employment Guarantee Assistant:**
The State may ensure at least one GRS in every GP. The responsibilities of the GRS are as follows:

a) Helping Gram Panchayat in executing MGNREGA project at Gram Panchayat level.
b) Supervising the process of registration, distribution of job cards, provision of dated receipts against job applications, allocating work etc.
c) Arranging Gram Sabha meetings and social audits.
d) Recording attendance of labour on a daily basis
e) Ensuring that all Mates attend worksites on time and take attendance in muster roll at worksite only.
f) Making sure of worksite facilities and updating job cards regularly.
g) Maintaining MGNREGS registers at the Gram Panchayat level.
h) Lending assistance to the Panchayat Secretary or any other official responsible for maintenance of MGNREGA accounts.
i) Making sure that the documents are available for public.
j) Supporting Gram Panchayat in the organisation of Rozgar Diwas.
k) Be a part of village resource group and facilitate the planning process at the village level.
l) Maintain the details of eligible household after verification in the NREGA Soft.
m) Records and index map should be made available to State Quality Monitor.
n) Responsible to distribute pay slips amongst workers along with mates.

✓ **Mates:**
A mate or worksite supervisor is required for each work-site. At least one mate should be present for every 30 workers. Responsibilities of Mates are as follows.

a) Supervise work-sites.
b) Maintain daily attendance in muster roll.

c) Give daily mark-outs to groups of workers before beginning the work.

d) Take measurement at the end of the day.

e) Maintain measurement book at the worksites.

f) Update entries in the job cards.

g) Facilitate applications for job-cards and submit them to the GP.

h) Enable work demand from individual workers or groups of labourers, submit them to GP and obtain dated receipt as acknowledgement.

i) Facilitate participatory identification of works in the GP.

j) Make sure there is no free-riding within workers.

k) Submit filled-in muster rolls to GRS.

l) Ensure that the first aid for minor injuries and other health hazards are available at the work site for workers.

m) Extend support illiterate labourers in his/her group to learn to sign and to calculate wages earned.

n) Spread general awareness about rights and entitlements under the MGNREGA.

o) Be a Part of village resource group. The village resource group facilitates the planning process at the village level.

p) Help Gram Rozgar Sahayak in distributing pay slips amongst workers.

3.2.2 Cluster of Gram Panchayat / Block Level:

❖ Panchayat Development Officer (PDO) :

To give a greater focus and to ensure adequate human and technical support at sub-district levels in the implementation of MGNREGA in the left-wing extremism affected districts where the Integrated Action Plan is in operation, the Central Government has proposed to the concerned State Governments to create a district cadre of staff deployed with panchayats and recruit one Panchayat Development Officer (PDO) at the GP level. The roles are:

a) All duties as entrusted by the GP.

b) Supervise other functionaries.
c) Perform such other duties as the Intermediate Panchayat, District Panchayat or the State Government may direct.

d) Assist Panchayats in decentralised/convergent planning under MGNREGA by taking up participatory planning approach.

e) Implementation and monitoring of MGNREGA.

しようと Junior Engineer (JE):

JE (works) may be responsible for preparation of work estimates for construction/civil works under Mahatma Gandhi NREGA, obtain necessary technical and administrative approval, monitor execution of work as per the prescribed procedure after administrative and technical approval, technical supervision and monitoring of the works. The responsibilities are:

a) Work estimate preparation.

b) Assign layout of works for construction and civil works under Mahatma Gandhi NREGA.

c) Issue technical sanctions for all MGNREGS projects.

d) Supervise execution of work.

e) Give technical supervision.

f) Measure the measurements recorded in the Measurement Book.

g) Check authentic measurement of work taken by mate.

しようと Cluster Facilitation Teams:

Those blocks of the country where,

- either scheduled castes plus scheduled tribes form >=30% of the population or
- the annual MGNREGA expenditure was more than Rs.12 crores in any year since the programme started,

such blocks will mandatorily have at least 3 Cluster Facilitation Teams (CFT). Each of CFT will service a Cluster of Gram Panchayats (CGP), being accountable to each GP within their Cluster. CFT will work with GPs for the following important activities:

a) Creating awareness among potential job seekers about their entitlements and procedures under Act.
b) Help in preparation of the Annual Plan each year for every GP within the cluster resulting in a shelf of works and annual labour and material budget.

c) Prepare plans for such components in consultation with the GPs where there are significant externalities beyond the boundaries of a single GP. The CFT would ensure GS approval for such Perspective Plans.

d) Work with elected representatives and functionaries on all aspects of planning and implementation of MGNREGA including asset verification, measurement, payment, monitoring & evaluation, MIS maintenance and Social Audit.

e) Train and provide technical guidance to elected representatives and functionaries

f) Conduct random checks of the measurements taken by the Technical Assistants.

g) Do resource mapping, an assessment of quantitative and qualitative status of natural resources

h) Asses the additional resources required.

**Technical Assistant:**

A Technical Assistant should be for every five GP or 2500 active Job cards. The following will be the important responsibilities of a TA:

a) Identification of works as per the Gram Sabha resolution on works.

b) Preparation of estimates for works in standard prescribed templates.

c) Capturing measurements on a weekly basis for all the works taken up within three days after muster rolls are closed.

d) Validating the initial measurement of work taken by mate

e) TA will be responsible for work quality.

f) Maintenance of measurement books.

g) Mentoring mates and GRSs on measurement and quality of works.

h) Building technical capacities of mates and GRSs.

i) Part of internal quality supervision team. The team comprises technical staff at the block and district level of Intermediate and District Panchayats and that of Line Departments.

j) Part of Village Resource Group. The village resource group facilitates the planning process at the village level for convergence.
k) Make available index map and relevant records to State Quality Monitor during their visit

❖ **Computer Operators-cum-Accounts Clerk:**

The important responsibilities of a Computer Operator-cum-Accounts Clerk are:

a) Data entry and generation of job cards, work demand (registered), technical estimates, work commencement letters, etc.

b) Generation of pay orders and preparing necessary cheques.

c) Maintenance of Accounts, Registers, Files and other MGNREGS related documents.

d) Generation of MIS and other review reports for Programme Officer

❖ **Programme Officer (PO):**

The PO acts as a coordinator for MGNREGS at the Block level. The primary responsibility of the PO is to ensure that anyone who applies for work gets employment within 15 days. Other important functions of the PO are:

a) Consolidating, after scrutiny, all project proposals received from GPs into the Block Plan and submitting it to the District Panchayat for scrutiny and consolidation.

b) Matching employment opportunities arising from works within the Block Plan with the demand for work at each GP in the Block.

c) Ensuring baseline surveys to assess work demand.

d) Monitoring and supervising implementation of works taken up by GPs and other implementing agencies within the Block.

e) Ensuring prompt and fair payment of wages to all labourers and payment of unemployment allowance in case employment is not provided on time.

f) Maintaining proper accounts of the resources received, released and utilized.

g) Redressing grievances within the Block.

h) Ensuring conduct of social audits and following up on required actions.
i) Ensuring all the required information and records of all implementing agencies register, action taken report on previous social audits, grievance or complaints register.

j) Ensuring any other documents that the Social Audit Unit (SAU) requires to conduct the social audit processes are properly collated in the requisite formats;

k) Setting up Cluster-Level Facilitation Teams (CFTs) to provide technical support to GPs within each Cluster of GPs.

l) Facilitating technical support to Gram Panchayats by CFTs.

m) Liaison with Banks and Post Offices in opening up of new accounts and making regular and timely payments to labour.

n) Organise formal monthly meetings with civil society organizations (CSOs) involved in facilitating MGNREGS implementation in the block.

❖ Block Resource Centre (BRC):

A BRC will be set up as a resource and facilitation centre for knowledge inputs, capacity building and facilitation of convergence. Existing resource organizations from the voluntary sector could be identified as BRC. The BRC will perform the following functions:

a) Provide technical inputs for planning, including those sourced from a wider network of resource persons/ institutions.

b) Maintain database on local natural resource endowment (viz. groundwater, rainfall, soils, etc.) needed for planning.

c) Access maps of each habitation and supply the same to CFTs.

d) Ensure convergence between MGNREGS and other production-oriented schemes of government for gap filling and value addition.

3.2.3 District Level:

❖ District Panchayat:

DPs are responsible for:

a) Approve the works along with the expected outcomes which are to be executed by District Panchayat.
b) Consolidation of Annual Block Plans (within the District) into a District Plan.
c) Adding any inter-block work that according to them will be a good source of employment.
d) Monitoring and supervision of the MGNREG Scheme in the District.
e) Carry out such other functions as may be assigned to it by the State Council, from time to time.

✿ District Programme Coordinator (DPC):

The State Government designates a DPC, who can be either the Chief Executive Officer of the District Panchayat (DP), or the District Collector (DC), or any other District-level officer of appropriate rank. The DPC is responsible for the implementation of the scheme in the district. The DPC shall:

a) Assist the DP in discharging its functions.
b) Receive the Block Panchayat plans and consolidate them along with project proposals received from other implementing agencies for inclusion in the District Plan for approval by the DPs.
c) Accord timely sanction to shelf of projects.
d) Ensure that any new projects added at block and district levels are presented again for ratification and fixing priority by concerned GS(s) before administrative sanction is accorded to them.
e) Ensure timely release and utilization of funds.
f) Ensure wage-seekers are provided work as per their entitlements under this Act.
g) Review, monitor and supervise the performance of the POs and all implementing agencies in relation to MGNREGA works.
h) Conduct and cause to be conducted periodic inspection of the works in progress and verification of Muster Rolls.
i) Ensure that First Information Report (FIR) is filed in every case in which there is prima facie, evidence of misappropriation or financial irregularity.
j) Appoint Project Implementation Agencies (PIAs) throughout the district, keeping in mind that for at least 50% of value of works, the PIAs need to be GPs.
k) Carry out responsibilities as given in Schedule II related to grievance redressal.
l) Coordinate an Information Education and Communication (IEC) campaign for MGNREGA within the district.
m) Develop annual plans for training and capacity building of various stakeholders within the district.
n) Submit periodic progress and updates to the State Government.
o) Ensure that social audits are done in all GPs once in six months and ensure follow up action on social audit reports.
p) Ensure that all transactions are made through NREGASoft only.
q) Ensure that all entries relating to works are entered in NREGASoft at every required stage.
r) Ensure that all funds received by Implementing Agencies and District level authorities including Panchayats are posted in NREGASoft no later than two days of receipt of such funds.
s) Ensure that all required entries in NREGASoft are made by all concerned officials including the line departments, in the district.

❖ Additional District Programme Coordinator:

A full-time ADPC exclusively appointed for MGNREGS should, look into day to day operations and provide leadership in programme implementation at the district level. The

a) Preparation of District Labour budget.
b) Managing MGNREGS Funds, Finance and Accounts.
c) Planning of sufficient shelf of works for the district.
d) Ensure opening of works to meet the labour demand.
e) Ensure timely payments.
f) Ensure quality of works.
g) Ensure proper management of muster rolls.
h) Attend to complaints and redressal of grievances.
i) Regular reviews with BDO / Programme Officers, Block Officers and other implementing agencies.
j) Regular monitoring and inspection of worksites.
k) Social Audit and Social Audit follow-up actions.
l) Conduct training & capacity building of all MGNREGS field staff in the district.
m) Ensure Transparency and Accountability.
n) Any other additional responsibility as assigned by DPC.

3.2.4 State Level:

❖ **State Employment Guarantee Council:**

A State Employment Guarantee Council (SEGC) is to be set up by every State Government under Section 12 of MGNREGA. The SEGC has the following roles and responsibilities:

a) Advise the State Government on the implementation of the Scheme.
b) Review the monitoring and redressal mechanisms and suggest improvements.
c) Evaluate and monitor the Scheme within the State.
d) Recommend the proposals of works to be submitted to the Central Government.
e) Promote widest possible dissemination of information about this Act and the Schemes under it.
f) Prepare the annual report to be laid before the State Legislature by the State Government.

❖ **State Government:**

Responsibilities of the State Government include:

a) Make Rules on matters pertaining to State responsibilities under Section 32 of the Act.
b) Develop and notify the Rural Employment Guarantee Scheme for the State.
c) Set up the SEGC and carry out periodic meetings.
d) Set up a State level MGNREGS implementation agency/mission with adequate number of high caliber professionals.
e) Set up a State level MGNREGS social audit agency/directorate with adequate number of people with knowledge on MGNREGA processes and demonstrated commitment to social audit.
f) Establish a State Employment Guarantee Fund.
g) Ensure that the State share of the MGNREGS budget is provisioned for and released into the SEGF in the beginning of the financial year so that it can be used as a revolving fund.

h) Ensure that full time dedicated personnel, wherever required, are in place for implementing MGNREGA, specially the Employment Guarantee Assistant, the PO and the staff at state, district and Cluster level.

i) Delegate financial and administrative powers to the DPC and the Programme Officer, as is deemed necessary for the effective implementation of the Scheme.

j) Establish a network of professional agencies for training, technical support and for quality-control measures.

k) Regular review, research, monitoring and evaluation of MGNREGS processes and outcomes.

l) Ensure accountability and transparency in the Scheme at all levels.

m) Generate widest possible awareness about MGNREGA across the State.

n) Ensure that civil society organisations involved in mobilising MGNREGA workers are able to formally meet State, district and block level officials in a formal setting at least once a month.

o) Ensure compliance with all processes laid down in Act, Rules and guidelines.

3.2.5 Centre Level:

❖ Central Employment Guarantee Council:

The Central Employment Guarantee Council (CEGC) has been set up under the Chairmanship of the Union Minister of Rural Development. The roles and responsibilities of the CEGC, as per the Act, are to:

a) Establish a central evaluation and monitoring system;

b) Advise the Central Government on all matters concerning the implementation of the Act.

c) Review the monitoring and redressal mechanism from time to time and recommend improvements required.

d) Promote the widest possible dissemination of information about the Schemes.

e) Monitoring the implementation of this Act;
f) Preparation of annual reports to be laid before Parliament by the Central Government on the implementation of this Act.

❖ **Ministry of Rural Development (MoRD):**

The Ministry of Rural Development is the nodal Ministry for the implementation of MGNREGA. The roles and responsibilities of the MoRD are:

a) Make Rules under the Act.

b) Issue Operational Guidelines for the effective implementation of the Act.

c) Review list of permissible works under MGNREGA in response to demands of State Governments.

d) Constitute the CEGC.

e) Set up National Employment Guarantee Fund.

f) Set up National Management Team (NMT) within the Department of Rural Development to perform the national-level functions under MGNREGA.

g) Make budgetary allocation and ensure timely release of Central share.

h) Maintain and operate the MIS to capture and track data on critical aspects of implementation, and assess the utilization of resources through a set of performance indicators.

i) Support and facilitate use of Information Technology (IT) to increase the efficiency and transparency in implementation of the Act.

j) Facilitate technical support and capacity building to improve outcomes.

k) Support innovations that help in improving processes towards the achievement of the objectives of the Act.

l) Monitoring, Evaluation and Research on the performance of MGNREGA

m) Empanel agencies that can be used by State Governments as PIAs for implementation of MGNREGA works and determine the percentage value of funding that can be given to them to meet their administrative costs.
3.3 Training of Key Agencies and Institutions\textsuperscript{56}:

The Capacity building of all the stakeholders is an important aspect of the efficiency of the programme; it is a continuous process which needs to be dealt with at every level. All the concerned personnel of Gram Panchayats, PRIs, District and State level Department involved in the implementation of MGNREGS needs hands on experience. State Governments provide basic training pertaining to the clauses of the ACT and the District Programme Coordinator, the Programme Officers and PRIs are the key people who are put on priority.

MGNREGS requires complex and multi-tiered procedures for its effective implementation. The recent amendments in MGNRGA 2005 has associated enhancement of capacity building of all stakeholders for achievement of likely results. The stakeholders should integrate the new implementation structure of the programme, the significance of social mobility, the procedural details involved as also the relevant technical issues. The training programme should support the concerned agencies to execute their duties under the Act as well as prioritise the essential competencies for effective planning, work measurement, public disclosure, social audit and use of the Right to Information Act 2005.

3.3.1 National level:

The facilitation of the complete training endeavor at the national level is through the Human Resource Development and Capacity Building Division within the National Management Team (NMT) The Human Resource Development and Capacity Building Division will:

a. Act as a coordinating and facilitating agency between different State level resource centers.

b. Assist in defining and refining with the coordination of State resource centers, training policy at both State and national levels and make evaluation of training requirements.

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c. Act as a forwarding centre for training material and resources and as a nodal centre concerned with improvement and distribution of training material, methods and resources.

d. Define training subject matter and syllabi for various participants.

e. Design a national standard training strategy for different levels of MGNREGA execution and for various participants of State level training plans.

f. Spot and install efficient Civil Society Organisations (CSOs) with demonstrated track records, specialised agencies, technical institutes and other institutions who can conduct MGNREGA training and support, in different States along with committed chipping-in of the State level training and support organizations.

g. Make sure of fulfillment of training needs of MGNREGA actively country wide as per the training plan.

h. Monitor the quality of the given training and make precise, appropriate recommendations for its development.

i. Forward comprehensible suggestions and set clear deadlines making sure that they are in compliance with the approved training guidelines.

3.3.2 State Level:

Every State has to build a MGNREGA Human Resource Development and Capacity Building Division with analogous responsibilities as mentioned above. The State Divisions would be responsible for:

a. Training of district level MGNREGA training and support teams, who would be master trainers in this flowing model.

b. Offer regular support services to the District teams.

c. Acting as a specialised resource agency.

d. Making sure of training standards.

e. Organising experience making visit for Panchayati Raj Institutions and village communities.

f. Assisting in honing of training material and

g. Monitoring the work of the district training units.
3.3.3 District Level:
A MGNREGA District Human Resource Development and Capacity Building Unit is required at the corresponding district level. The unit should consist of full-time keen resource personnel who will act as master trainers for MGNREGA, providing training and on the field assistance to block and sub-block implementation teams. The appointment of such resource persons may be undertaken similar to the project implementation teams at Block and Cluster levels.

3.4 Dissemination of MGNREGA:
The characteristic feature of MGREGA is its exclusive objective to find suitable alternatives for attaining sustainable employment options for the under-privileged of rural India. The Act gives priority to the needs of the people and hence empowers them to put their demands in open forum.

The better channels of employment come with a better level of awareness as it makes the level of accessibility. Lack of awareness to the local community is a major obstacle; hence the basic features of the act and the schemes such as provisions like guaranteed days of employment, unemployment allowance, minimum wages, and availability of complaint registers etc. should be publicized in local languages so as to reach a wide number of beneficiaries. Other important aspects like process of registration and application, social audit and grievance redress procedures must be communicated in clear and simple language.

To make this Act as a ‘People’s Act’ its introduction should be preceded by intensive communication as it is a vital portion of the whole process of implementation, the number of people registering and applying for the job will illustrate the usefulness of the communication process. In other ways the successful communication would be indicated by the active involvement of local communities at every stage, from grievance redress, vigilant social audit by the Gram Sabhas and intelligent usage of the right to information. Cultural forums of local areas, interpersonal discussions and conventions must be organised in spreading awareness.

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