IMPARTING SKILLS THROUGH EXPOSURE TO RECORDS

A. Social Auditing Activity

DRDA Kullu selected Gram Panchayat Bajaura, Development Block Kullu for social audit. The third day of the ToT was to work in the field. To start all the participants assembled in the Zila Parishad Hall, Kullu.

Sh. Sesh Ram, Chairman, Zila Parishad, Kullu flagged off the fleet and all the participants left for the Gram Panchayat Bajaura.



Working in Gram Panchayat

All the participants reached at Gram Panchayat Bajaura. In the Panchayat Ghar, all the participants were welcomed by Pradhan of the Gram Pandhayat. After this DD(R) Sh. Satish Sharma, addressed all the participants and thanked the gram panchayat for the arrangements.





Sh. Rajeev Bansal, Research Officer expressed his gratitude towards the GP Bajaura for giving an opportunity to the participants of his course to visit their GP and sharing all the record for the capacity development of trainees. A brief introduction of the group task was given and all the participants were organized in their respective groups with their facilitators.

Group Work in Field

Group	Task	Facilitator
Community Mobilization	This group was responsible for mobilizing the community and inviting them for the gram sabha.	Sh.Satish Sharma
Data Verification	To verify the records available in panchayat.	Ms. Pooja Sharma
Physical Verification	To verify the quality of works executed and quantity of the material utilized from the technical aspects	Er. J.R. Bhardwaj
Muster-Roll Watch	To verify the information of attendance and disbursement of wages from muster rolls	Sh. Rajeev Bansal

Field Activity

All the four groups started collecting the basic information from GP record (as per the record demanded) in respect of two works completed works of 2008-09 and two ongoing works of 2009-10.

Profile of the G P Bajaura

No. of Wards	5
Names of Villages in GP	Dogadhar
	Dolla
	Sharinal
	Lower Bajaura
	Lakkar Bazar

Demographic Profile

S.	Particular	Unit	Dogadhar	Dolla	Sharinal	Lower	Lakkar	Total
No.			_			Bajaura	Bazar	
1.	Total	Persons	104	62	66	69	78	379
	Households							
2.	Population	Persons	417	229	271	355	336	1608
	Males	Persons	210	114	131	171	166	792
	Females		207	115	140	184	170	816
3.	Schedule Caste	Persons	89	35	205	113	112	554
	Male		43	19	95	58	55	270
	Female		46	16	110	55	57	284
4.	Schedule Tribe	Persons	-	5	-	176	10	191
	Males		-	3	-	80	4	87
	Females		-	2	-	96	6	104
5.	OBC	Persons	17	-	-	8	8	33
	Males		8	-	-	2	5	15
	Females		9	-	-	6	3	18
6.	General	Persons	311	189	66	58	206	830
	Males		159	92	36	31	102	420
	Females		152	97	30	27	104	410
7.	Literate	%	-	-	-	-	-	90
	Illiterate	%	-	-	-	-	-	10
8.	Job Card holder	Families	80	34	44	38	34	230

Source: Household register of GP Bajaura

MG NREGS-IMPLEMENTATION INFORMATION

Total families	379
Job Card Holder families	
Total	230
Schedule Caste	90
Schedule Tribe	12
Job Seekers	134
Total Bank Account	115
Mandays generated	
Total	4277
Schedule Caste Families	2383
Women	4579
Bank Accounts Opened	115

Status of Pro Active Disclosures

It is mandatory in HP Transparency, Grievances Redressal and Social Audit Rules, 2009 that the following details of the MG NREG scheme should be displayed at the Gram Panchayat Bhawan:-

GP level notice board disclosures

- i. Financial Year.
- ii. No. of total registered families.
- iii. No. of families to whom job has been provided.
- iv. Mandays earned.
- v. Total funds available.
- vi. Total funds expended.
- vii. No. of families whose accounts have been opened.
- viii. No. of completed works.
- ix. No. of on going works.

The pro active disclosures seen in GP Bajaura are reproduced in the succeeding pictures.







MG NREGS works undertaken in GP Bajaura

Sr.	Name of Work	Amount in Rs.				
No.						
COMP	COMPLETED WORKS 2008-09					
1.	C/O Tractor Road Garadhar to Dolla.	1,47,700.00				
2.	C/O Pucca Path Gian Chand resi. To Kundan resi.	98,997.00				
3.	C/O Pucca Path Road to resi. Duni Chand.	77,145.00				
4.	C/O Soling Road hand Pump to Gujar Basti.	67,194.00				
5.	C/O Creat Wire behind Kokar Babri.	53,825.00				
6.	C/O Irrigation Kuhal Dagu ram resi. To Gujar Basti.	77,388.00				
7.	C/O Pucca Path NH-21 to Resi of Raju.	2,99,280.00				
ON GC	ING WORKS 2009-10					
1.	C/O Irrigation Kuhal from NH-21 to Dogra house	2,78,477.00				
2.	C/O Tractor Road Brahaman Behar to Dharma Chand's	1,58,350.00				
	House					
3.	C/O irrigation Tank near Pratap Chand & Parmanand House	55,770.00				
4.	C/O Well Gujar Basti lower Bajaura	98,120.00				
5.	C/O Crate Wire Protection Work, Lakkar Bazaar	86,629.00				

After going through the details of all above works, it was decided to do the social audit of the following works:

Selection of Works

Sr. No	Name of the Work	Cost in Rs.
	COMPLETED WORKS 2008-09	
1	C/o Pucca Path Road Gian Chand residence To Kundan residence	98,997.00
2	C/o Irrigation Kuhal Dagu Ram residence to Gujar Basti	77,388.00
	ON GOING WORKS 2009-10	
1	C/o Irrigation Tank near Pratap Chand & Pramanand House	55,770.00
2	C/o Crate Wire Protection Work, Lakkar Bazaar	86,629.00

Community Mobilization Group

The community mobilization group under the dynamic leadership of Sh. Satish Sharma , Deputy Director (Research) chalked out the strategy and decided to visit as much as possible households to make people aware about MG NREGS and Social Audit to make the Gram Sabha meeting a successful event. Initiatives which were taken to make the meeting successful followed by the group were the following:-







- Group further divided themselves into two sub groups and distributed the panchayat area among themselves.
- Involved elected representative's i. e. Ward Panch for visiting their respective wards.
- Involved ZP Member for awareness dissemination and mobilizing people for attending the gram sabha.
- Slogan raising.
- Use of posters, banners and pamphlets.
- Visiting maximum possible houses.
- Fixing the social audit banners in all the wards and prominent places. in gram panchayat.
- Fixing HIPA calendar on MNREGA for awareness in all the villages.
- Fixing notice of gram sabha in all the wards.

Data Verification Group

The group stayed at GP Office verified all the records of MG NREGS, HP implementation. The following registers and records were checked:

- Gram Sabha Resolution for the works to be undertaken.
- Perspective Plan of the GP.
- Administrative approval and technical sanctions.
- Technical approval of competent authority.
- Work Demand register.
- Copies of the muster rolls against all the above works.

- Bills and Vouchers of the material procured.
- Stock register.
- Assets registers.
- Measurement book.
- Gram sabha proceedings/resolution on works sanctioned under NREGS.
- Information on job cards register/registration of labourers,
- Sanction orders.
- Unemployment registers.
- Local beneficiaries committee constituted and its working.
- Complaint registers.





The Data Verification Group made following observations:-

- All the registers as mentioned above were maintained in the GP except for the Work Demand Register since it was not distributed to GP from Block/DRDA Office.
- Though a job chart, as reproduced below, was available for the Gram Rozgar Sewak but after talking to the GRS, it was told that GRS was performing duties far beyond the duties included in the job chart.

JOB CHART OF GRAM ROZGAR SEWAK

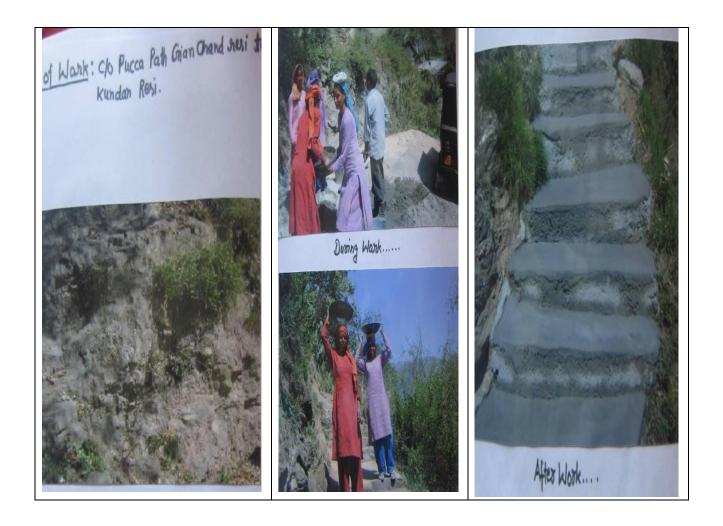
The Gram Rozgar Sewak will perform the following duties and responsibilities, namely:-

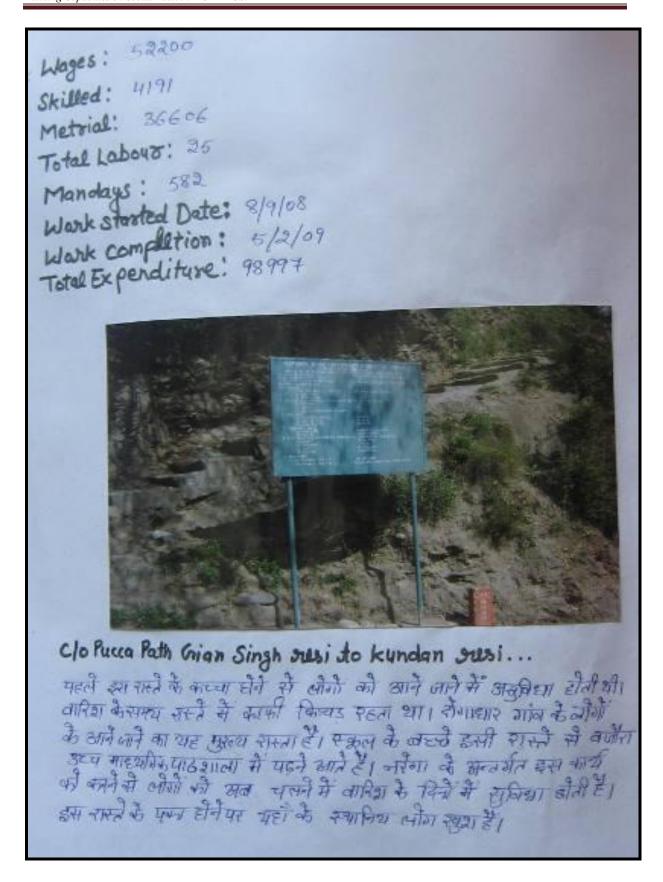
- Maintenance of accounts of Gram Panchayat related to NREGS;
- Maintenance of application registration register, job cards register, employment register, asset register, muster-roll receipt register, complaint register ant other register or documents related to NREGAS;
- Issue of job cards to applicants and renewal thereof;
- Supervision of works executed by Gram Panchayat in relation to NREGS;
- To attend grievances of public related to NREGAS;
- To ensure the release of payments to labourers with in stipulated period as per NREGAS guidelines;
- Compilation and the entry of progress reports and other NREGAS related information in the computer and further transmission/submission of the same to the Programme Officer;
- To provide assistance and record in conducting Social Audit of NREGAS;
- Any other function assigned by the Executive Officer,
 Panchayat Samiti/Gram Panchayat.

- The capacity gaps of the GRS had become evident after talking to her since she had neither seen nor read MG NREG Act or Scheme nor a copy of the both was available with her. A copy of the reading material prepared by SIRD of the ToT course comprising MG NREGA ACT, Scheme, HP Social Audit Rules, 2009 and all other relevant material was provided to her for her reference.
- Moreover, it was also revealed by GRS, who is looking after three GPs, that she had been simply given two days training on MIS at District HQ, beyond this no knowledge and skills have been imparted to her.
- The group also observed that the Format 4 for giving job application as prescribed in MG NREGS, HP 2006 is not being followed and the portion of the format giving the receipt of the job application has been omitted from the form itself, thereby violated the right of the workers.

	प्ररूप
राष्ट्री	य ग्रामीण रोज्यार गारंटी स्कीन के अधीन रोज्यार हेतु आवेदन का प्ररूप
तेवा में	कार्यक्रम अधिकारी, ग्राम पंचायत/विकास सण्ड
महोदय, में जिला अधीन, रोज़गार हेतु	साद्रीय ग्रामीण रोज़गार गारंटी स्कीम के अधीन रोज़गार ग्राम पंचायत का स्वाई निजाती हूं। मैंने रवयं को राष्ट्रीय ग्रामीण रोजगार भारंटी स्कीम को राजिस्ट्रीकृत किया है। जिसकी रजिस्ट्रीकरण संख्या है। निवेदन है कि मुझे से तक मजदूरी रोजगार प्रदान किया जाए।
सरीय	भवतीयः नाम ग्राम पंचायता ग्रांच च डाकसामा निकास ग्रांच । विश्वा

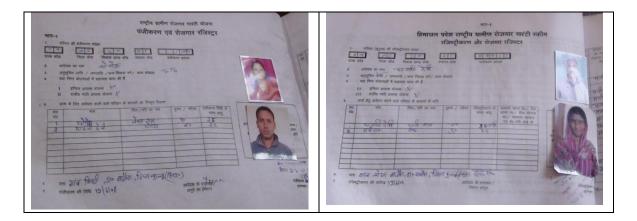
• It was found that the Panchayat has prepared a good record of works executed with support of pictures of the works at three phase's i.e. **Before the work, during the work and after completing the work.**



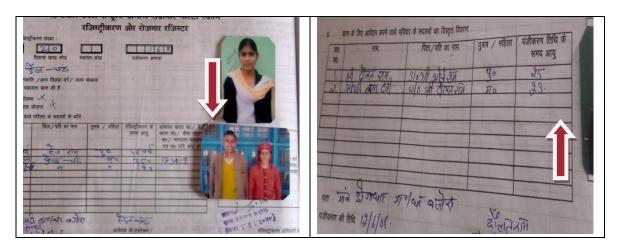


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• In the Registration and Employment Register, it was found that separate individual photos of the job seekers were affixed instead of group photos.



• It was also observed that two types of Registration and Employment Registers were used in the same GP – One having the column for account no. for the credit of wages while the another was missing this column.



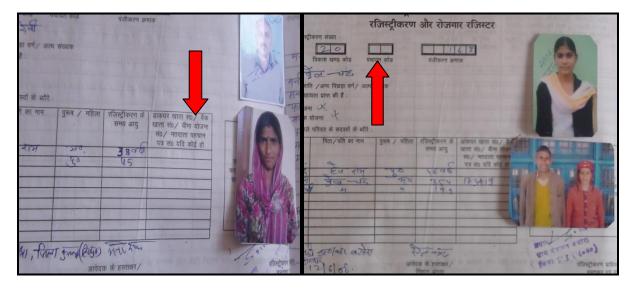
• The same register was also having the pictures of the minor members of the family whereas the scheme mentions only for the photos of all the family members having the age of 13 years or above.



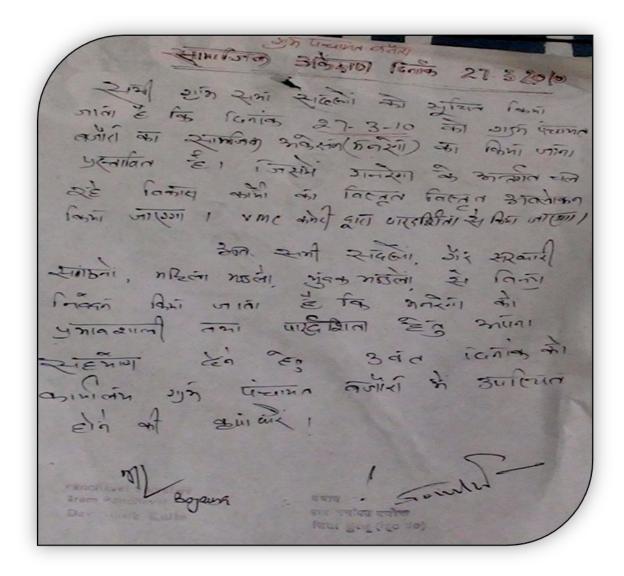
• The following documents relating to implementation of scheme were maintained very well and were shared with the trainees which are appended as annexure detailed below:-

Shelf of work	Annexure II
Perspective Plan	Annexure III
Approvals from the appropriate levels	Annexure IV
labour projections	Annexure V
GP Plan	Annexure VI
sanction orders	Annexure VII
work projection	Annexure VIII
Statement indicating the priority of permissible work	Annexure IX

• It was also seen in general that certain columns in the registers were left unfilled like the GP code was not entered in many cases in Registration and Employment Register, as seen in pictures pasted below.



- The job seekers were not given dated receipts of their job applications.
- The capacity gap of Panchayat Secretary was visible from the perusal of the Gram Sabha notice since the time of the Gram Sabha was missing from notice.



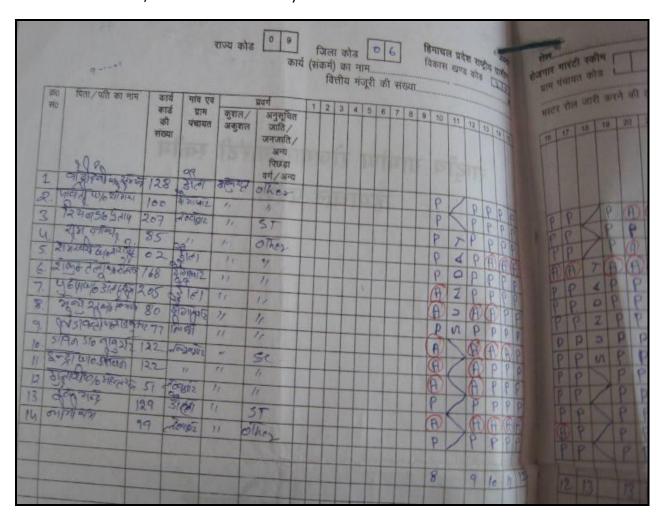
 Vigilance Committee as per HP Panchayati Raj Act and Ward level Vigilance & Monitoring Committees as per MG NREG Act and Social Audit Committee as per HP Social Audit Rules, 2009 were constituted in the GP. A copy of the three is available at Annexure X, XI and XII.

Muster Roll Watch Group

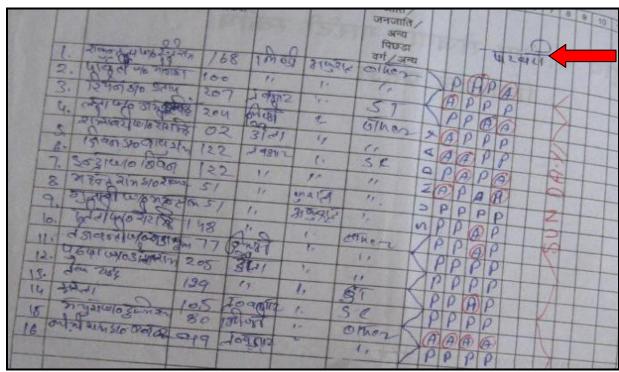
The Muster Roll Watch group collected the information of muster rolls used on the selected works. They also filled up the Performa given to them to consolidate the information to further verify it from the entries in the job cards as well as from the interviews from the workers by visiting them at their houses and worksites besides the entries of their pass books. The group verified all the muster roll data and the following points were observed by them:-

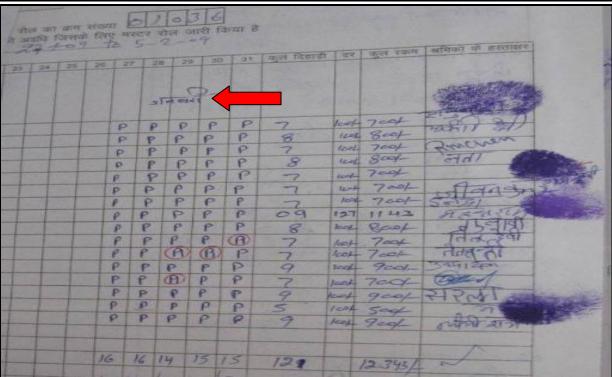
 The muster rolls details are not filled up in totality like name of work, code of GP, no. of financial sanction as seen in the picture given below.

• It was further seen that the workers (Sr. no. 6, 7, 9, 10, 11, 13) who were absent on the opening day of muster roll, their names are figuring in the middle order whereas they were supposed to be in the last of the muster roll, had it been actually entered at the work site.



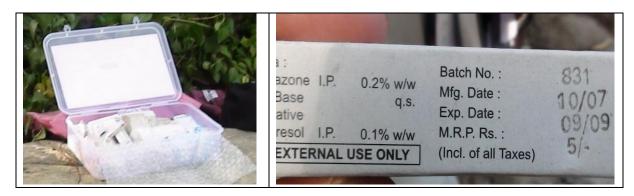
- This may also be seen from the above muster roll that the date of the month i.e. 10th January, 2009 has been treated as date of muster roll whereas it should have been started from the day 1.
- In continuation to above confusion, looking at muster roll no 01036 from 27-1-09 to 5-2-09, it appears that the muster roll has been started in the month of February and has ended in the month of January.



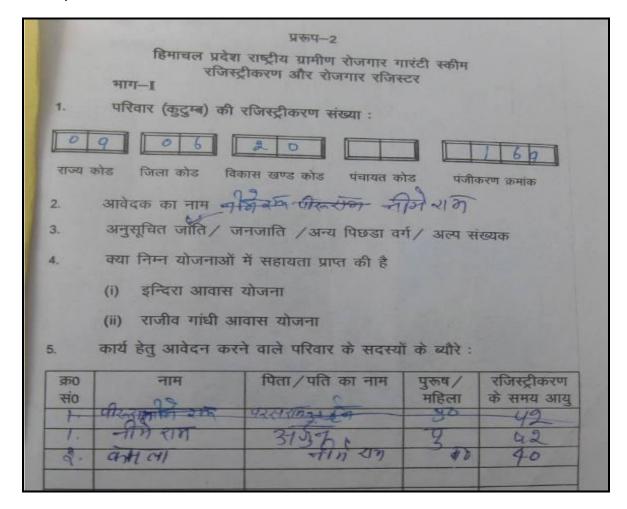


It may also be seen from the same muster roll that skilled worker with a
job card no. 51 and unskilled workers are on the same muster roll. It is
difficult to establish that how job card can be issued to skilled
worker and he can be assured 100 days of wage employment
under MG NREGS.

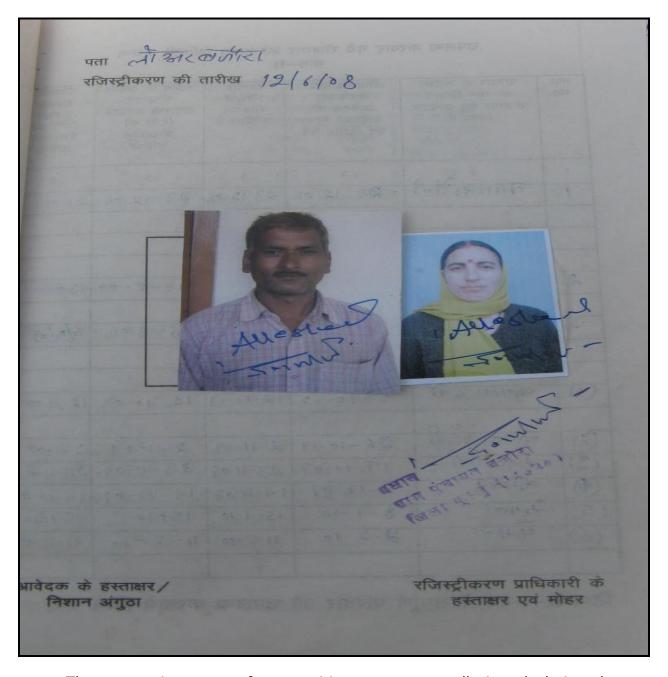
• The first aid box was seen at the work site but there were medicines with expired date.



 The job card seen at the work site had cuttings in the name as well as the GP code was also missing in them as can be ascertained from the below picture:-



• There were cases of fixing individual photos on the job cards instead of group photos of all the family members besides the signatures of the applicant were also missing.



- There were instances of over writing on muster rolls in calculating the days worked and the sum total of the wages of the workers.
- The muster rolls were also seen where the workers had not signed the amount of wages earned and received by them.
- The unused columns on muster rolls were also seen blank which were required to be striked through by putting a horizontal line.
- The total number of workers engaged on each single day was neither observed to be totaled vertically nor signed by the person looking after the muster roll.



Physical Verification Group

The physical verification group collected all the record of the selected works. The group also visited the work sites to ascertain the quality of works and quantity of the material used. The following observations were noted by the group members:-



• The quality of the "Crate Wire Work" done at lakkar Bazar was also examined and found to be satisfactory.



• The measurement of work "C/O Irrigation Kuhal from Dagu Ram residence to Gujar Basti" was also checked by the participants which was found to be satisfactory.



It was seen that all the completed works had citizen information boards erected giving the following details of each work:-

- > Name of the work
- > Scheme no and code
- Serial no of muster roll used
- Brief description of the work
- Estimated project cost
 - Wage
 - Material
- No of Person days
 - Estimated
 - Actual
 - No of persons
- Important dates
 - Date of sanction of Projects
 - Date of start of works
 - Date of completion of works
- Implementing Agency
 - Name & Address
 - Contact no (Mob)
- > Govt. functionary responsible for technical & administrative supervision
 - Name
 - Address
 - Contact phone no
 - Name and address of the VMC
 - o Chairman
 - Name of members

It is worth mentioning here that the citizen information board at work site had name & mobile contact no. of the functionaries responsible, which is more than the information prescribed wide format 11 of the MGNREGS H.P. This indicates a good practice was being followed at each completed work. However in case of the ongoing works the citizen information board were not found.

B. Presentation of Social Audit Findings

GRAM SABHA

The fourth day of the ToT was the significant day as on this day a special gram sabha was called for social audit. The gram sabha started with the motivational song by Ms. Pooja Sharma. After this the Course Director, Sh. Rajeev Bansal gave a brief introduction on the concept of social audit and its importance. He further shared about the methodology followed by the SIRD.





Further,Sh. Satish Sharma, Deputy Director explained about the work done by all the participants in the field. He also shared knowledge about the powers and functions of gram sabha and the permissible works should be included in shelf. He expressed that it is a common approach to include the rural path in the shelf, however, need based schemes should be included in the shelf/perspective plan which give more employment to the local people on one hand and create permanent assets in the Gram Panchayat.

He further shared that the purpose of conducting Social Audit is not to find faults but to make people aware about it so as to take lessons for better implementation of the scheme in future.

After this Dr. Suresh Jaswal, Project Officer, DRDA, Kullu addressed the gram sabha and he also emphasized on the importance of social audit in MNREGA. He said social audit is a process to know your rights in MNREGA. He further thanked the HIPA team for conducting the social audit in this district.

This was followed by the details of MNREGA scheme in simple language by Ms. Pooja Sharma covering the features, rights and entitlements of the workers with the special emphasis on land development scheme for small and marginal farmers.

This was followed by reading out a complete report of works executed in the Gram Panchayat in financial year 2009-10. Panchayat Secretary shared that there was no issue in the last social audit taken up in the gram panchayat, therefore, the follow-up action of the last social audit held in January, 2010 was out of question. Social Audit Committee was also present in gram sabha.

Reports Presentation by the groups

Group I -Community Mobilization Group

The community mobilization group was headed by Sh. Satish Sharma, Deputy Director, SIRD. Ward members from native gram panchayat also helped the group for interacting with the villagers/workers. The group further organised themselves into two sub-groups. The strategy adopted for the community mobilization. The sub-groups mobilized the people in ward Dodaghar and Ward Dola by making use of posters, charts, pamphlets and slogan raising. The group members also motivated all the villagers to participate in the gram sabha to be organized on 28.3.2010. The issues revealed during the interactions held in different wards were:-

- Panchayat is providing tools and implements to the workers.
- Women working under MNREGA are economically empowered.
- There was no eligible case for the unemployment allowance.
- Work site facilities on the sites visited were not seen.

Group-II Data Verification Group

The data verification group was headed by Ms. Pooja Sharma, Resource Person

Findings:-

- Total days of work done in a financial year are not given in registration & employment register.
- Group/Family photos are not affixed in employment register.
- Employment details of two financial years are entered on the same page in employment registers.
- Name and address of the workers are not completely mentioned in registration form.
- Date of work demanded is not given in the application form in maximum cases.
- Receipt of the application is not given to the workers in maximum cases.
- There are no separate muster roll for the workers and mason, therefore, skilled and unskilled workers were on the same muster roll.
- Wage.
- A few sites visited were short of the drinking water facility, shed & first aid boxes.
- No complaint was found in the complaint register seen in the Gram Panchayat.
- The registration register was not signed by the competent authority.
- There are no issues of unemployment allowances.
- Wages are given through bank payment only.

Delayed Payments

As per the records it was found that there are no issue from the last social audit report, but issue of the delayed payment is shown on the MNREGA site.



The muster roll watch group was headed by Sh. Rajeev Bansal, Course Director. The muster roll watch group inspected all the four selected works.

On Going Works

 Construction of Irrigation Tank near house of Pratap Chand & Parmanand.

Muster Roll No. used 2074, 2177 & 2304

Total Expenditure till dateRs. 55,770/-

Findings

- Muster rolls are not verified by the authority.
- The pay orders were not seen in the file of the work.
- Day wise detail of material used is not entered.
- Attendance in muster roll no. 2304 is started from 1.11.2009, work is started on 23.11.2009.
- The Gram Panchayat code was also not mentioned in the muster roll.
- It was also observed that the Programme Officer had not mentioned to whom the muster roll have been issued.

2. Crate Wire Protection Work, Lakkar Bazar

Muster roll No. used 2636 and 3018

Expenditure Rs.22,110/- & 17,710/-

Findings

- No separate muster rolls for skilled workers have been issued nor the skilled workers have been paid.
- Application forms were not attached with muster roll.
- Detail of the material used daily is not entered in muster roll.
- The pay orders were not seen in the file of the work.

Completed works

1. C/o of Irrigation Kuhal from house of Dagu to gujjar basti.

Muster-roll used 869, 01038, 01333,00942, 01038

Estimated cost Rs. 80,000/-

Material used Rs. 34,367/-

Wages Rs. 43,021/-

Total expenditure Rs. 77,388/-

Findings

- Material used during the execution of the work is not entered in the muster roll.
- The progress of the work has also not been mentioned in the muster roll.
- Job cards are properly maintained.
- It has not been mentioned to whom the muster-roll is issued.
- Panchayat Code, District Code are also not entered in the muster roll.

2. Construction of Pucca Path from the house of Gian Chand to Kundan's house.

Muster roll no. used 00471, 00554, 00722, 00843, 00939 and 1036

Total Expenditure Rs. 98,977/-

Findings

- Muster roll No. 722 was issued for the period 18.11.2009 to 3.12.2009 but attendance recorded on the muster roll relates to dates 2nd to 17th without mentioning name anywhere in the muster roll.
- Similarly in the muster roll no 843, part-2 of the muster roll does not give any detail about name of work, financial year, date of issue and period for which it has been issued. No details of material used has been mentioned, the muster roll have not been signed by the worker committee.
- In the muster roll no 939, the attendance has not been put in order of the presence of the workers on the first day.

Group -IV Physical Verification Group

The Physical verification group was headed by Sh. J.R. Bhardwaj. The group inspected the selected works and their findings are as following:-

- The quality of the works executed were found to be satisfactory & the measurements were up to the mark.
- It was also observed that the progress of the work on the on going projects were not recorded on the part -3 of the muster roll.
- The material was being procured by calling three quotations from the local suppliers in the open market.
- On the muster roll no 942 for the work "Construction of Irrigation Kuhal from resi of Doga Ram to Gujjar Basti", progress was recorded as collection of Bjari, Rori & Stones that without mentioning any quantity in this regard.
- In the muster roll no 1038 for the aforesaid work again progress had not been indicated nor any assessment had been carried out. However, full wages were been disbursed.
- While examining the precurement of material for the work "Construction of Pucca Path Gian Chand resi to Kundan resi it was noticed that the quotations invited were on the simple paper instead of proper invices.

Which put a question mark on the transprency norms being folled in this case.

The work of the presentation was completed. There after Course Director thanked the Pradhan, member of the Gram Pachayat & member of the Gram Sabha for giving them an opportunity to undertake the Social Audit exercise in their Panchayat.

Note:-The Proceeding of the Gram Sabha is attached as Annexure- XIII.
