



# ***CAPACITY BUILDING ON SOCIAL AUDIT TRAINING OF TRAINERS PROGRAMME at Bilaspur***



**-A Report**

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Government of Himachal Pradesh  
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# ***CAPACITY BUILDING ON SOCIAL AUDIT***

**District Bilaspur**

**(28<sup>TH</sup> January -1<sup>ST</sup> February, 2010)**

***TRAINING OF TRAINERS PROGRAMME***

***ON***

***MNREGA AND SOCIAL AUDIT REPORT***

**by:**

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STATE INSTITUTE OF RURAL DEVELOPMENT, HIPA  
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## FAIRLAWNS, SHIMLA-171012

### Foreword

Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA), which is a unique scheme of employment guarantee has different mechanisms of transparency and accountability. Social Audit is also one such mechanism through a statutory provision for public vigilance of all the works executed under MNREGS in a Gram Panchayat. Provision of Social Audit under MNREGA is a technique whose purpose is not to find fault with the individual functionaries but to assess the performance in terms of social, environmental and community goals envisaged in the Act.

State Institute of Rural Development – HIPA has been organizing Training of Trainers (TOT) programmes on Social Audit in the past, ensuring that the practical exposure is provided to the trainees to undertake social audit in view of the MNREGA Operational Guidelines as well as HP Social Audit Rules, 2009. In pursuance of above, SIRD-HP organized a TOT programme on Social Audit in MNREGA. The programme was a novel experience in many ways viz. the technical experts from the bilateral cooperation project i.e. Capacity Building for the PRIs – GTZ Project collaborated in organizing this programme but also participated in the entire knowledge and skills imparting mission. The programme provided practical skills to the heterogeneous group in undertaking social audit under MNREGS. The findings of the field exercise also laid emphasis on certain procedural issues which invite attention at the policy level. The programme was a successful venture as it not only resulted in knowledge and skills building of officials and non-officials but also has developed their capacity to replicate the process in a cascading manner.

I am delighted to know that State Institute of Rural Development in HIPA has decided to document the deliberations and lessons of this TOT programme. The objective of process documentation of this training programme is to disseminate the observations, findings and learning to all who are at the helm of the affairs. Also policy level issues can be facilitated to standardize the procedures which will certainly contribute in improving decentralized governance and service delivery. This document will pave the way for successful replication, help in developing a peer review mechanism and may result in the scaling up of the initiatives.

The Institute is also grateful to **Ms. Pooja Sharma, Consultant** for taking notes of the proceeding of the training programme which has resulted in shape of this report. I would also like to place on record the untiring efforts put in by **Sh. Rajeev Bansal, Research Officer, SIRD** not only in organizing this action research programme but also for guidance and supervision provided for writing this report.

The credit for transforming this programme in a successful event goes to District Administration and District Rural Development Agency, Bilaspur with out whose support it was not possible for SIRD to organize this programme. I hope this report will serve as a useful tool for experts, innovators, decision makers, academicians and all others involved in policy making, prescribing procedures and implementing the MNREGS.

Date:

**Dr. Shrikant Baldi, IAS**

## PREFACE

Training is envisaged to provide to knowledge impart, skills and change attitude. The TOT module on MNREGA and Social Audit developed by SIRD-HP endeavours to provide sufficient knowledge, inculcate adequate skills to develop a positive attitude towards the effective implementation of MNREGS. It has been observed that due to inadequate training and capability of the functionaries, there is difficulty in carrying out the statutory provision of Social Audit under MNREGA.

State Institute of Rural Development (SIRD) a part of Himachal Pradesh Institute of Public Administration (HIPA) which is working for the capacity building and training of elected representatives and functionaries involved in rural development programmes and decentralized governance. SIRD also organizes conferences, seminars besides action oriented research, case studies and process documentation. Among the different programmes of rural development and Panchayati Raj departments, MNREGS is an ambitious flagship programme for providing livelihood security. SIRD, Himachal Pradesh is providing training to officers of different agencies, officials and elected representatives involved in the implementation of MNREGS.

The programme dwelt upon bridging the knowledge and skill gaps with different methods of training viz lecture, role play, group discussion, field exposure etc. The programme also focused on providing on the spot solution to the problems encountered by field level functionaries by imparting them practical exposure in the field. Accordingly, adequate reading material was compiled to be used as a reference manual which included Act and scheme with all the relevant formats for maintaining the records; HP Social Audit Rules, instructions for muster-roll and wage payment watch, physical verification, vigilance and monitoring and community mobilization.

## AN OVERVIEW

Transparency, accountability and participation are the foundation pillars of good governance. Wage employment programmes implemented in the past also had inbuilt mechanisms to promote all these components to enable people to have access to targeted benefits besides development. The statutory provision of Social Audit under MNREGA is one distinct step in this direction. MNREGS is demand based programme and its success is largely dependent on fulfilling the livelihood of rural poor in need. The process followed leading to objectivity of the guarantee, the twin objective of wage employment and creation of permanent community assets can be achieved as people will largely remain associated.

MNREGA not only guarantees 100 days wage employment as a right, but also promotes community monitoring through vigilance and monitoring committees, social audit through gram sabha and also makes a provision for complete transparency. A demand based wage employment programme can be successful only if transparency, accountability and grievance redressal of the act are strictly adhered to.

SIRD is endeavoring towards capacity building of key actors the Social Audit under MNREGA by organizing training programmes by moving direct to districts. Such Training of Trainers (TOT) programmes have been organized at phase I and II MNREGA districts of the state i.e. Chamba, Sirmour, Kangra and Mandi for the different stakeholders involved in the implementation of this scheme. In the third phase districts, Bilaspur district is the first district selected for the TOT on MNREGA & Social Audit.

## **OBJECTIVES**

The ToT was organized with the following objectives:

- To develop capacity of Rural Development & Panchayati Raj official and non official functionaries to undertake Social Audit in relation to MNREGS.
- To give them practical exposure by imparting appropriate skills.
- To sensitize the participants at the field level on the importance and need for social Audit in MNREGS
- To apprise the participants about the concept of social audit, its methodology and procedure.
- To help participants to consider the different components in planning and implementing of MNREGS
- To acquaint the participants with the provisions of Right to Information Act, 2005 with regard to MNREGA & Social Audit.

SIRD organized this programme with the handhold support of GTZ-PRI Project which is working for evolving social audit model in HP and capacity building of PRIs. Dr. Anandi Mehra (Sr. Technical Consultant, GTZ) and Dr. Shailendra Dwivedi (Sr. Technical Specialist, GTZ) also provided support in this programme as facilitators.

The Project Officer, DRDA Bilaspur was requested to nominate 40-50 officials and non-officials representing all stakeholders and who could be potential trainers in future to impart training in a cascading manner. The participants attended TOT in the Zilla Parishad Hall District Bilaspur as per the list in Annexure 1.

## Activity Report

### INAUGURATION

The programme was inaugurated by Ms. Nandita Gupta, IAS, Deputy Commissioner-cum-District Programme Coordinator MNREGA District Bilaspur. Ms. Nandita Gupta in her words motivated the participants to actively participate in the training program and highlighted the main perspective of the Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA). She gave thrust for the effective implementation of the scheme to trim down the anomalies at different implementation stages for transparent execution of the scheme.



Thereafter, Sh. H. S. Rana (Project Officer, District Rural Development Agency, DRDA Bilaspur) welcomed all the participants and facilitators. He shared that DRDA has taken an initiative to prepare a team of trainers identified from different gram panchayats, different blocks of the district. Many programmes have been organized for the identified trainers for their capacity development on the social audit. He also reflected that the social audit has been carried out successfully in all the gram panchayats of the district, thus taking lead of 100% coverage of social audit under MNREGS in District Bilaspur.

Sh. Rajeev Bansal, Research Officer -cum- Course Director, HIPA also welcomed all the participants and shared the structure of five day schedule of ToT.

## **CLASS ROOM SESSIONS**

### **Session-I : MNREG Act & Scheme (Lecture Method)**

#### **Resource Person – Sh. Sita Ram , Deputy Director Panchayati Raj (Retd.), Himachal Pradesh**

Sh. Sita Ram built the knowledge of the participants on the different provisions under different sections of the MNREG Act. He also emphasized on the Section 17 of the Act under which social audit is mandatory. During his session the participants raised some queries which were suitably resolved by the resource person as well as the course director.

Box-1

#### **QUERIES**

Q. What is the provision if a labor's medicine expenses get exceeded to Rs. 25000/-?

Q. If a person physically challenged with both hands applies for work under MNREGS and gram Panchayat has no suitable work to offer him. Would he eligible for unemployment allowance?

Q. If a worker whose photograph has not been affixed on his job card without photograph and he dies in hours. What will be his identification proof for ex-gratia grant?

### **Session-II: Planning & Implementation of MNREGS (Presentation)**

#### **Resource Person: Sh. Vivek Sharma Block Development Officer, Lambagaon, District Kangra**

Sh. Vivek Sharma shared his immense experience on perspective planning in Nwada Panchayat of Paonta Sahib Block of the Sirmour District. He discussed an exemplary model of micro level perspective planning undertaken with PRA exercise, community mobilization, participation and ownership. The presentation convinced the participants to realize that effective micro planning is possible. He also shared that the same plans were used by gram panchayats in Backward Region Grant Fund (BRGF) at a later stage. He also shared the HP Human Development Report data to present the indices of development of the state as well as districts. Participants also had discussion on the sustainability of this model.

### **Session-III: Community Mobilization (Presentation)**

#### **Resource Person: Sh. Ramesh Mastana, Director, UTHAN, Kangra**

Sh. Ramesh Mastana shared an experience based presentation on the different effective methods of community mobilization. He shared that Kala jatha performances, road shows, poster & pamphlet distribution play a very eminent role in community mobilization and



sensitization. He shared that panchayat Sokni da Kot, Dharamshala block is a model gram panchayat where people are more aware and always participate in every gram sabha meeting. He shared that environment building, sitting arrangement; respect to the views of every section play a vital role in enhancing community participation in the governance affairs. He stressed on the self confidence and change management by giving an example of reluctance of officials as well as an educated section of the community towards their participation in the gram sabha meetings. He also sung motivational song to encourage the participants (*Tu khud ko badal, Tu khud ko badal.....*)

On this Ms. Pooja Sharma, Resource Person requested Sh. Kuldeep Singh Thakur, Pradhan Gram panchayat Mehri Kaithla, a participant to share the strategy being followed in his respective Panchayat Pradhan Gram Panchayat, Mehri Kaithla having sky-scraping community participation and ownership. Sh. Thakur shared that after general elections, two or three gram sabha meetings could not take place due to lack of quorum. Then he planned a strategy- he organized ward level meetings and prepared ward level plans. As a result of this, gram sabha meetings in his panchayat never flopped till date. He shared that up gram sabha/ ward sabha is a successful tool to enhance the community participation in strengthening the grass root democracy.

#### **Session-IV: Right to Information Act, 2005 & MNREGS (Presentation)**

**Resource Person: Sh. Rajeev Bansal, Course Director, HIPA**

In the last session of the day, Sh. Bansal gave a presentation on the different provisions of RTI Act with its linkage to Social Audit. As long as he was sharing the presentation, the participants requested the Course Director to put down the shutters of the day as the participants had to travel for far-off places. For the convenience of the participants the resource person closed the session.