

# ORISSA RURAL EMPLOYMENT GUARANTEE SCHEME - 2006

## NOTIFICATION

In exercise of the powers conferred by sub-section (1) of Section-4 of the National Rural Employment Guarantee Act, 2005 (42 of 2005), the State Government do hereby make the following Scheme for the purpose of providing not less than one hundred days of guaranteed employment in a financial year to every household in rural areas whose adult members volunteer to do unskilled manual work namely:-

i. Short title and commencement – (1) This Scheme may be called the “**Orissa Rural Employment Guarantee Scheme,(OREGS) 2006.**”

ii. This shall come into force from the date of their publication in the Orissa Gazette.

1. **DEFINITIONS:** - In this Scheme, unless the context otherwise requires-

- a) ‘Act’ means the National Rural Employment Guarantee Act, 2005;
- b) ‘Council’ means the Orissa Employment Guarantee Council constituted under section 12 of the Act;
- c) ‘Executing agency’ means the agent of the implementing agency for implementing works and includes the line departments of State Government.
- d) ‘Fund’ means “ Orissa Employment Guarantee Fund” established under section 21 of the Act;
- e) ‘Guidelines’ means NREGA guidelines prescribed by Ministry of Rural Development, Government of India.
- f) ‘Material’ includes semiskilled and skilled labour if any employed in the project and paid out of project funds.
- g) ‘Nodal Department’ shall mean the Panchayati Raj Department of Government of Orissa.
- h) ‘Panchayati Raj Institutions’ (PRIs) means ‘Zilla Parishad’ at District level, ‘Panchayat Samiti’ at Block level, ‘Gram Panchayat’ at Gram Panchayat level.
- i) ‘Registered Household’ means the members of the rural household who have been entered in the “Application Registration Register” as may be prescribed.
- j) ‘State Programme Coordinator’ means the Secretary of Panchayati Raj Department who shall be the State Programme Coordinator at the State level for implementation of the Scheme, as notified by the Government.
- k) ‘Year’ means financial year i.e. period from the 1st April of any calendar year to 31st March of the succeeding calendar year.

1.1 Words & expressions not defined in this Scheme shall have the same meaning as in the Act or the Orissa Gram Panchayat Act, 1964, The Orissa Panchayat Samiti Act (OPS) 1959 or the Orissa Zilla Parishad (OZP) Act, 1991 as the case may be.

## 2. OBJECTIVES :

The basic objective of the Scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members

volunteer to do unskilled manual work. This work guarantee can also serve other objectives; generating productive assets, protecting the environment, empowering rural women, reducing rural-urban migration and fostering social equity, among others.

## **2.1 APPLICATION;**

2.1.1 The Central Government shall notify the areas in which the Act will come into force from such date as may be appointed in the notification, and different dates may be appointed for different areas in Orissa. OREGS will be implemented in those areas after being notified as per Sec.4 of the Act.

## **2.1.2 STATUS**

The Scheme will be implemented as a centrally sponsored scheme on a cost-sharing basis between the Centre and the States as determined by the Act.

## **3.1 BASIC IMPLEMENTATION PRINCIPLES**

3.1.1 Collaborative Partnership and Public Accountability: The Act envisages a collaborative partnership between the Central Government, the State Governments, the Panchayats and the local community. At each stage of implementation such as Planning, supervision and monitoring, the concerned authorities are accountable to the community.

3.1.2 Community participation: The Gram Sabha/Palli Sabha are the statutorily mandated institutional mechanism for community participation. Local Vigilance and Monitoring Committees, Jobseekers group, local beneficiary committees, self-help groups, user groups and other grass-roots organizations can be involved in implementation for ensuring transparency and public accountability.

3.1.3 Role of Panchayats: The Panchayats at each level will be the 'Principal Authorities for planning and implementation of the Scheme.

3.1.4 Coordination among Agencies: The Panchayats at different levels will need to coordinate with each other for the effective implementation of the Act. Similarly, the Panchayats and the District/Block administration will have to work together.

3.1.5 Resource Support: The Central and the State Governments will facilitate the implementation of the Act through timely and adequate resource support.

## **4.1 KEY AGENCIES AND THE RESPECTIVE ROLES**

The key agencies involved in the implementation of OREGS, and their respective roles are as follows:

### **4.1.1 Village Level:**

a) Gram Sabha / Palli Sabha : The Act authorizes the Gram Sabha/ Palli Sabha to recommend works to be taken up under OREGS, to monitor and supervise these works and to conduct social audits of the implementation of the Scheme. Gram Sabha/ Palli Sabha should be used as a forum for sharing information about the Scheme on different stages of implementation for ensuring transparency and accountability. This involves for instance, verifying applications for registration and conducting social audits.

b) Gram Panchayat (GP): The Gram Panchayat has a pivotal role in the implementation of OREGS. It is responsible for planning of works, registering households, issuing job cards, allocating employment, executing 50 per cent of the works namely, 'Panchayat works' and monitoring the implementation of the Scheme at the village level. To assist the Gram Panchayat in its role/responsibilities, additional staff such as 'Gram Rozgar Sebak', (' Multipurpose Assistant) and 'Technical Assistants' will be deployed out of the programme cost of the scheme.

### **4.1.2 Block Level:**

a) The Panchayat Samiti will be responsible for planning at the Block level and for monitoring and supervision. It can also be given the responsibility of executing works from among the 50 per cent that are not to be executed by the Gram Panchayat as per the direction of State Government / Orissa Employment Guarantee Council.

b) Programme Officer (PO): As notified by Government, present BDO will act as PO for implementation of OREGS at Block level. He will essentially act as a 'Coordinator' for OREGS at the Block level. His main functions are : scrutinizing village plans, matching employment opportunities with the demand for work at the Block level, supervising the implementing agencies, safeguarding the entitlements of OREGS workers, ensuring that social audits are conducted by the Palli/Grama Sabhas, and responding to complaints and will chiefly be responsible to ensure that any one who applies for work gets employment within 15 days. He will also assist the Panchayat Samiti in its functions and will be answerable to the District Programme Coordinator.

#### **4.1.3 District Level:**

a) Zilla Parishad : Zilla Parishad will be responsible for finalizing the District Plan and for monitoring and supervising the Orissa Rural Employment Guarantee Scheme in the District. Zilla Parishad can also execute works from among the 50 per cent that are not to be executed by Gram Panchayat called 'general works' as per the policy determined by State Government /OEGC.

b) District Programme Coordinator (DPC): As notified by Government, Chief Executive Officer of Zilla Parishad and Collector will act as DPC for the Scheme/Act. The DPC shall be responsible for the overall coordination and implementation of the Scheme in the District.

c) Implementing Agencies: In addition to Panchayats, Line Departments, NGOs, and Central and State Government Undertakings, can also be identified as Implementing Agencies. Self-Help Groups including women self-help groups promoted under Mission Shakti and Pani Panchayats Van Sanrakshan Samiti (VSS) may also be considered as possible Implementing Agencies.

d) Delegation of powers: The State Government shall delegate financial and administrative powers to the District Programme Coordinator and the Programme Officer, as is deemed necessary for the effective implementation of the Scheme.

#### **4.1.4 State Level:**

a) Orissa Employment Guarantee Council (OEGC): Orissa Employment Guarantee Council ( or 'Council' for short ) is to be set up under section 12 of NREGA. The OEGC shall advise the State Government on the implementation of the Scheme and evaluate and monitor it. It will decide on the 'preferred works' to be implemented under OREGS, and recommending the proposals of works to be submitted to the Central Government by the State Government under Schedule 1 Section 1(ix) of the Act. The State Council will also prepare an Annual Report on OREGS to be presented to the Orissa Legislative Assembly.

b) The State Government will frame the Rules pertinent to its implementation in consonance with the Act for setting up OEGC and to establish the ' Orissa Employment Guarantee Fund' (OEGF) to ensure timely resource support to the Scheme. It will ensure that the State share of the OREGS budget is released in time. State will ensure all administrative, financial and technical support to the District Programme Coordinator, Programme Officer, PRIs and all other agencies involved in implementation. It will undertake the regular review, monitoring and evaluation of OREGS processes and outcomes. It will also ensure that the implementation of the Scheme at all levels is transparent and accountable to the public.

c) Employment Guarantee Commissioner: As notified by Government, Commissioner-cum-Secretary, Panchayati Raj Department may be declared as Orissa Rural Employment Guarantee Commissioner responsible for ensuring that all activities are carried out as per objective of the Act. He will also act as 'Member – Secretary' of OEGC:

### **4.2 TRAINING OF KEY AGENCIES AND INSTITUTIONS**

4.2.1 All key agencies will need to be trained in discharging their responsibilities under the Act. This will include Gram Panchayats, other PRIs, District and State Level Department personnel involved in implementing OREGS, as well as local committees/groups formed for the purpose of vigilance, monitoring and social audit. Basic training on core issues pertinent to the Act shall be arranged by the

State Government with priority accorded to its key functionaries, especially the District Programme Coordinator, the Programme Officer and PRIs.

4.2.2 In addition to helping various agencies in performing their duties under the Act, training programmes should give priority to the competencies required for effective planning, work measurement, public disclosure, social audits and use of the Right to Information Act, 2005.

### **4.3 COMMUNICATION OF NREGA & ORISSA RURAL EMPLOYMENT GUARANTEE SCHEME**

4.3.1 The Act confers entitlements upon people and puts their demand center stage. For people to know their rights under the Act, effective communication of information about the Act and the Scheme is essential. The basic features of the Act and the Scheme should be widely publicized in local languages. Special attention should be paid to deprived areas and marginalized communities. Critical aspects of the Act such as the process of registration and application, the entitlements of OREGS workers, social audit and grievance redressal procedures, and the roles of different agencies must be communicated in clear and simple language. Multimedia communication processes appropriate for different stakeholders must be designed and implemented. Local cultural forms and intensive interpersonal communication such as discussions and conventions must be organized to generate awareness.

4.3.2 While intensive communication should precede the implementation of the Act, communication is also an integral part of the implementation process, aimed at making this legislation a 'People's Act'. The effectiveness of this communication process will be evident in the extent to which people who need work under this Act register and apply for work. Other signs of successful communication include the active involvement of local communities at every stage; prompt grievance redressal, vigilant social audits by the Gram Sabha/Palli Sabha, and wide use of the right to information. The communication process should be designed to help people articulate their demands and claim their entitlements.

### **5.1 PLANNING AT GRAM PANCHAYAT / BLOCK AND DISTRICT LEVEL**

5.1.1 Planning is critical to the successful implementation of the Orissa Rural Employment Guarantee Scheme (OREGS). A key indicator of success is the timely generation of employment within 15 days while ensuring that the design and selection of works are such that good quality assets are developed. The need to act within a time limit necessitates advance planning. The basic aim of the planning process is to ensure that the District is prepared well in advance to offer productive employment on demand.

5.1.2 The Act requires the Gram Panchayats to forward proposals for OREGS projects to the Programme Officer for scrutiny and preliminary approval prior to the commencement of the year in which these projects are to be executed.

5.1.3 The Programme Officer is responsible U/S 15(3) of the Act for matching the demand for work in the Block with the employment opportunities arising from OREGS projects. For this purpose, he/she is expected to prepare a plan for the Block by consolidating the proposals of the Gram Panchayats and the Panchayat Samiti. The Panchayat Samiti has to approve and forward the Block Plan to the Zilla Parishad.

5.1.4 As per the statute, the District Programme Coordinator is required to prepare a 'labour budget' by the end of December for the next financial year. This labour budget should contain the details of the anticipated demand for unskilled manual work in the District, and the plan for engagement of labourers in OREGS works. It should be submitted to the Zilla Parishad for approval.

5.1.5 The need to coordinate different levels of planning, and to prepare a 'Shelf of projects' to offer employment on demand, requires the preparation of an Annual Plan for the District. This should be done well before the commencement of the year in which the works are to be executed.

5.1.6 The Annual Plan will be like a rolling plan, since the approved shelf of projects will be carried over from one financial year to the next. It should be seen as part of a longer-term strategy for

sustainable employment generation in the District. The need to integrate work priorities with a longer-term development strategy is reflected in Schedule I of the Act, which states that the 'creation of durable assets and strengthening the livelihood resource base of the rural poor shall be an important objective of the Scheme'. Thus, Districts Perspective Plans should aim at assessing the causal factors of poverty and possible interventions.

5.1.7 The Orissa Employment Guarantee Council is expected to prepare a list of preferred works for different areas based on their ability to create durable assets.

## 5.2 DISTRICT PERSPECTIVE PLAN

5.2.1 The District Perspective Plan (DPP) is intended to facilitate advance planning and to provide a development perspective for the District. The aim is to identify the types of OREGS works that should be encouraged in the District and the potential linkages between these works and long-term employment generation and sustained development.

5.2.2 A District Perspective Plan of five years will have the advantage of facilitating annual working plans on the basis of which annual budgets can be estimated and drawn up and also give a continuum to plan works beyond the restriction of a financial year. The District Perspective Plan will serve as a framework of long term planning, but it will be flexible enough to respond to the new emerging needs of the area, the experience of implementation and the new works approved by the Central Government.

5.2.3 Generally, a District Perspective Plan will have the following features: a) Village-based : with the village as the unit of planning; b) Holistic: cover socio-economic aspects of development, c) Diagnostic: include a causal analysis of poverty. This will help identify gaps and needs and indicate the nature of inputs required d) Delineate baselines; e) indicate outcomebased strategies; f) Indicate methods for measurement of outcomes; and g) Map resources.

5.2.4 The District Perspective Plan will enable the adoption of a project approach to works rather than just an activity approach. It will also facilitate an inter-sectoral approach, so that Districts can address certain fundamental causes of poverty in the area.

5.2.5 If the Perspective Plan has been made under the National Food for Work Programme (NFFWP), it should be revisited in order to serve the purposes of NREGA. For this purpose, the draft plan should be discussed and approved, with modifications if need be, by the Gram/Palli Sabha, Gram Panchayat, Block and Zilla Parishad. At the village level, efforts should be made to ensure the participation of those who are likely to seek work under the Act. Their demand for work as well as their preference for the nature and time of work should be elicited, so that the Plan becomes an instrument to give them employment according to their need. Each village should develop its Perspective Plan, so that it can benchmark the incremental improvements associated with OREGS.

## 5.3 ANNUAL PLAN

5.3.1 The Annual Plan will be the working plan that identifies the activities to be taken up on priority in a year. The Perspective Plan will provide the framework for facilitating this identification. If new activities need to be taken up, their justification should be indicated in terms of needs and outcomes. The process for this will be as stipulated in the Act, based on the participation of the community, with a principal role assigned to the Panchayats.

5.3.2 Every year the Gram Panchayat shall convene a meeting of the Gram Sabha/Palli sabha to estimate the demand for labor, and to propose the number and priority of works to be taken up in the next financial year. The timing of the meeting will take into consideration the work season and the migration time, in case the workforce in that area tends to migrate for work. Participation of likely beneficiaries should be ensured in the Gram Sabha/Palli Sabha so that their priorities and needs shape the Annual Plan. The time and date of the Gram sabha/Palli Sabha meeting should be fixed well in advance and should be widely publicized so that people can participate in large numbers.

5.3.3 The recommendations formulated in the Grama sabha / Palli Sabha will be forwarded to the Gram Panchayat. Based on these recommendations, the Gram Panchayat will prepare an Annual

Plan and forward it to the Programme Officer. The Annual Plan should indicate clearly the existing demand for work, the demand in the previous year, the works taken up in the previous year, ongoing works and works proposed for the next year, likely costs and the proposed Implementing Agencies. The Gram Panchayat will also identify the 50 per cent of the works in its area that it may wish to take up called 'The Panchayat Works'. The Annual Plan should be sent to Programme Officer by October without fail.

5.3.4 The Programme Officer will scrutinize the Annual Plan for its technical feasibility. He will satisfy himself that it meets the likely demand for employment based on the registrations and previous experience. He will ascertain that the employment opportunities arising from the projects in the area under his jurisdiction match the demand for employment. If the Programme Officer feels that the list is insufficient to meet the likely demand, he should ask for a supplementary list.

5.3.5 The Programme Officer will not reject a proposal received from the Gram Panchayat. If the proposal is not within the parameters of the Act, or appears technically unfeasible, the Programme Officer will record his observations on the proposal and then submit a consolidated statement of proposals to the Panchayat Samiti. The Panchayat Samiti will not reject a work proposed by the Gram Panchayat if it is within the parameters of the Act. If it is outside the parameters of the Act, then it will be returned to the Gram Panchayat by this body to replace it with a valid proposal.

5.3.6 The Panchayat Samiti will maintain the priority indicated by the Gram Panchayat. It is possible that there may be a need for works that involve more than one Gram Panchayat. The Panchayat Samiti may include such works. It is, however, reiterated that the priority of works in a Gram Panchayat will be as determined by the Gram Panchayat. On the basis of these discussions, the plan for the area of the Panchayat Samiti will be approved by the Panchayat Samiti by end of November without fail and will then be forwarded to the District Programme Coordinator.

5.3.7 The District Programme Coordinator will scrutinize the plan proposals of all the Panchayat Samiti, examining the appropriateness and adequacy of works in terms of likely demand as well as their technical and financial feasibility. He/She will also invite and examine work proposals from other implementing agencies, but in doing so, the priorities of the Gram Panchayat and the priorities of inter Gram Panchayat works as indicated in the Block plan by the Panchayat Samiti will be retained. He / She will consolidate all these proposals into District Plan proposals to be discussed and approved by the Zilla Parishad. The time frame for each project must be specified in the Annual Plan. The District Plan will comprise a Block-wise shelf of projects. The Block-wise shelf of projects will be arranged Gram Panchayat-wise. The Implementing Agency of each work has to be identified keeping in view the mandatory minimum 50 per cent of the works to be executed by the Gram Panchayat. The Zilla Parishad will examine and approve the District Plan by December unfailingly.

5.3.8 The Gram Panchayat Action Plan/Block Plan/District Plan should contain such number of projects which can meet double the employment demand projected.

5.3.9 The District Programme Coordinator will coordinate the preparation of detailed technical estimates and sanctions. The project report of each approved work shall contain all details as may be specified in the technical/works manual of the Orissa Government. It will also clarify the expected outcomes such as person days of employment, specifications of the physical assets (e.g. length of road, size of a tank) and enduring outcomes (e.g. area irrigated, villages connected).

5.3.10 The District Programme Coordinator will communicate the sanctioned Plan to the Programme Officer. The Programme Officer will forward a copy of the Block Plan with the shelf of projects to be executed in each Gram Panchayat as well as projects that may be executed inter Gram Panchayat. These will carry full project cost, time frame, person-days to be generated and the name of the Implementing Agency. Planning for projects must give priority to low-wage areas, where the demand for work at minimum wages is likely to be large. This process must be completed by December of the preceding year.

5.3.11 Approved works should be widely publicized.

## 6. REGISTRATION AND EMPLOYMENT

6.1 Eligibility: The Orissa Rural Employment Guarantee Scheme (OREGS) will be open to all rural households in the areas notified by the Central Government. The entitlement of 100 days of guaranteed employment in a financial year is in terms of a household. This entitlement of 100 days per year can be shared within the household; more than one person in a household can be employed (simultaneously or at different times).

6.2 All adult members of the household who register may apply for work. To register, they have to: a) Be local residents: 'Local' implies residing within the Gram Panchayat. This includes migrant families of that area, including those that may have migrated some time ago but may return b) Be willing to do unskilled manual work c) Apply as a household at the local Gram Panchayat

6.3 Household' will mean a nuclear family comprising mother, father, and their children, and may include any person wholly or substantially dependent on the head of the family. Household will also mean a single-member family

## 7. APPLICATION FOR REGISTRATION

7.1.1 The application for registration may be given to the local Gram Panchayat. It should contain the names of those adult members of the household who are willing to do unskilled manual work, and particulars such as age, sex and SC/ST status. The details that must be included in the application for registration are indicated in Annexure B-1. For want of printed forms, manuscript forms will be used.

7.1.2 An individual may appear personally and make an oral request for registration. In that case, his request may be reduced to writing by filling up the format.

7.1.3 Verification of applications will be regarding local residence in the Gram Panchayat concerned, the household as an entity, and the fact that applicants are adult members of the household.

7.1.4 Notwithstanding the method of application, registration and verification suggested above, a Gram Sabha/Palli Sabha shall be convened on the commencement of the Act. The purpose of the Gram Sabha/Palli Sabha will be to explain the provisions of the Act, mobilize applications for registration and conduct verifications.

7.1.5 A door-to-door survey may also be undertaken to identify persons willing to register under the Act. The survey may be conducted by a team headed by the Sarpanch of the Gram Panchayat and involving, SC/ST and women Ward Members, Executive Officer and/or the Secretary Gram Panchayat.

7.1.6 To allow maximum opportunities to families that may migrate, registration will be open throughout the year at the Gram Panchayat office during working hours.

7.1.7 The process of verification shall be completed as early as possible, and in any case, not later than a fortnight after the receipt of the application in the Gram Panchayat.

7.1.8 After verification, the Gram Panchayat will enter all particulars in the Application Registration Register in the Gram Panchayat.

7.1.9 Every registered household will be assigned a unique registration number. The registration number shall be assigned in accordance with a coding system similar to that prescribed by the Government for the BPL Census 2002.

7.1.10 Copies of the registration will be sent to the Programme Officer for the purpose of reporting to the Intermediate Panchayat / Zilla Parishad for further planning, tracking and recording. This must be done immediately, so that the Programme Officer has a consolidated record of likely demand to enable him/ her to organize resources accordingly.

7.1.11 A Palli Sabha of registered workers must be held to apprise them to apply for work and regarding ongoing works or works to be started shortly in the locality for providing work.

7.1.12 If a person who applies for registration turns out to have submitted incorrect information regarding his/her name, residence or adult status, he/she will become ineligible. In such cases, the Gram Panchayat will refer the matter to the Programme Officer. The Programme Officer, after independent verification of facts and giving the concerned person an opportunity to be heard, may direct the Gram Panchayat to cancel such registration and job card. Such cancellation lists will have to be made public and should be presented to the Palli Sabha.

## 7.2 JOB CARDS

7.2.1 The Gram Panchayat will issue job cards to every registered household. The timely issue of well-designed job cards is essential; this is a critical legal document, which also helps to ensure transparency and protect labourers against fraud.

7.2.2 The job card should be issued immediately after verification, i.e. within a fortnight of the verification of particulars for registration. Job cards should be issued in the presence of the local community.

7.2.3 Photographs of adult members who are applicants have to be attached to the job cards. The cost of the job cards, including that of the photographs, will be borne as part of the programme cost. The Orissa Government in a particular area may order the photograph to be affixed later (within three months) if the immediate provision of a photograph is not practicable.

7.2.4 A copy of the job card will be maintained at the Gram Panchayat.

7.2.5 The job card shall be valid for a period of five years and will have provision for the addition/deletion of members eligible to work. Deletions in any household on account of demise, or permanent change of residence of a member, are to be reported immediately by the household concerned. Additions desired may be applied for by the household. The Gram Panchayat will also undertake an annual updating exercise in the same manner as registration, the time for which should be fixed keeping in mind the work and migration season of the local workforce.

7.2.6 All additions and deletions made in the Registrations Register will be read out in the Palli Sabha. The Gram Panchayat will send a list of additions/deletions to the Programme Officer.

7.2.7 The Orissa Employment Guarantee Council will determine the proforma of the job card. The essential features of this proforma are suggested in Annexure B-2. The proforma of the job card should be such that it contains permanent information regarding the household as well as the employment details for five years. Permanent information will include the household registration number and particulars (such as age and sex) of all adult members of the family who are willing to work.

7.2.8 The entitlements of OREGS workers and the other basic features of NREGA may be printed on the reverse of the job cards to promote wider awareness of the Act.

7.2.9 Individual identity slips may be given to each registered applicant of the family, if so desired. The identity slip should contain the information given in page 2 (identity portion) of the job card, including the registration number of the household.

7.2.10 A cardholder may apply for a duplicate job card if the original card is lost or damaged. The application will be given to the Gram Panchayat and shall be processed in the manner of a new application, with the difference being that the particulars may also be verified using the duplicate copy of the job card maintained by the Panchayat. The fact of issue of a duplicate job card will be intimated to Programme Officer immediately.

7.2.11 If a person has a grievance against the non-issuance of a job card, he/she may bring the matter to the notice of the Programme Officer. If the grievance is against the Programme Officer, he/she may bring it to the notice of the District Programme Coordinator at District level. All such complaints shall be disposed off within 15 days.

## 7.3 APPLICATION FOR WORK

7.3.1 Applications for work should generally be submitted to the Gram Panchayat. As prescribed by the Act, workers should have the option of submitting an application directly to the Programme Officer,



but this should be treated as a 'fallback' option only. In that case Programme Officer will forward the same to GP for due action within three days.

7.3.2 Application should be given in writing on prescribed format Annexure – (1) stating the registration number of the job card; the date from which employment is required; and the number of days of employment required.

7.3.3 A single application may be given for a number of days in different periods during the year for which employment is required. 'Joint applications' may also be submitted by several applicants.

7.3.4 A dated receipt for the application for work must be issued to the applicant as per the counter foil provided in the format (Annexure C-1).

7.3.5 Information on new applications for work shall be conveyed at least once a week by the Gram Panchayat to the Programme Officer. At the same time, the Gram Panchayat shall specify how many of the new applicants are being employed on 'Panchayat works' (and for how long), and how many are to be provided employment on 'general works' by the Programme Officer.

#### **7.4 EMPLOYMENT GUARANTEE DAY**

7.4.1 Each Gram Panchayat, should earmark a particular day of a week as ('employment guarantee day') which should be set apart for processing work applications and related activities such as disclosure of information, allocation of work, payment of wages and payment of unemployment allowances. However, applications for work should be accepted at any time.

7.4.2 Work applications received on 'employment guarantee day' should be forwarded immediately to the Programme Officer, along with an indication of the number of applications that can be met at the Gram Panchayat level itself.

7.4.3 The Sarpanch of the Gram Panchayat and any staff appointed such as Gram Rozgar Sevak to assist with OREGS should be present on 'employment guarantee day'.

7.4.4 The proceedings of 'employment guarantee day' should be held in an open public space, with ample provision for proactive disclosure of information including muster rolls, employment lists, unemployment allowance lists, etc.

#### **7.5 ALLOCATION OF EMPLOYMENT OPPORTUNITIES**

7.5.1 It is the statutory duty of the Programme Officer and the Gram Panchayat to direct any person who has applied for employment to do work of any type permissible under the Act by intimating him in format Annexure C-2. If any person applies for work to Programme Officer, he will forward the application to Gram Panchayat for doing the needful within 3 days and Gram Panchayat will do the needful for providing work as per date line. This information should be recorded on the job card and the Employment Register. Both the agencies should share information on employment allotted and works opened on weekly basis so that dateline for providing work is not deviated.

7.5.2 If some applicants have to be directed to report for work beyond 5 km. of their residence, women (especially single women) and older persons should be given preference to work on the worksites nearer to their residence preferably in the same village.

7.5.3. If several members of a household who share the same job card are employed simultaneously under the Scheme, they should be allowed to work on the same worksite. If unusual circumstances arise whereby members of the same household have to be allocated work on different worksites, the Gram Panchayat should ensure that the job card is duly processed at both worksites. Individual identity slips may be given to each registered applicant of the family to facilitate providing work at different worksites.

7.5.4 If a request for work is made to the Gram Panchayat, it should offer employment on the works executed or to be executed by it. If, under any circumstances, this is not possible, the Gram Panchayat may also allocate employment in a work to be executed by any other Implementing Agency in its jurisdiction that has already been approved of in the Annual Plan. The Gram Panchayat may do this

either by requesting the Programme Officer or by directing the Implementing Agency and endorsing a copy of the directive to the Programme Officer, who will ensure that the directive is complied with. The Programme Officer will also ensure that the funds needed for that work are released. The Implementing Agency will be bound to act upon the directive.

7.5.5 If the Gram Panchayat decides that employment cannot be given under its own shelf of works, and that employment needs to be given outside the Gram Panchayat, it will inform the Programme Officer.

7.5.6 Upon receiving this intimation from the Gram Panchayat, the Programme Officer will allot work. Such work will be selected from the shelf of projects that include inter Gram Panchayat works. The Programme Officer will intimate the Gram Panchayat concerned about the employment allotted so that the employment data are consolidated in the Employment Register at the Gram Panchayat.

7.5.7 If a request for employment is made to the Programme Officer and the Programme Officer allots work, he must inform the Gram Panchayat so that the data on works and employment are coordinated at that level too. The Gram Panchayat will also inform the Programme Officer of the employment allotments made. This information sharing should be done by sending intimation to each other within 3 days.

7.5.8 Applicants who are provided work shall be intimated by the Gram Panchayat/ Programme Officer by means of a notice sent to them in prescribed format Annexure C-2 at the address given in the job card, and also by a public notice displayed at the offices of the Gram Panchayat and the Programme Officer.

7.5.9 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.

7.5.10 If a rural disabled person applies for work, work suitable to his/her ability and qualifications will have to be given. This may also be in the form of services that are identified as integral to the programme. Provisions of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 will be kept in view while implementing the scheme.

7.5.11 The Act vests the Programme Officer with the responsibility of ensuring that every applicant is provided unskilled manual work. Thus, the overall responsibility of coordination and resource support to the Gram Panchayat and other Implementing Agencies will vest with the Programme Officer. To ensure that every applicant has work according to the legal entitlement, the Programme Officer shall have the power to supervise and direct the Gram Panchayats and the other Implementing Agencies to discharge their responsibilities. If any Implementing Agency fails to do so, the Programme Officer will ensure that the applicants for work are not aggrieved and make arrangements for their employment, while also reporting the matter to the District Programme Coordinator for appropriate action.

## **7.6 TIME-BOUND EMPLOYMENT**

7.6.1 The Gram Panchayat/Programme Officer shall be responsible for providing wage employment to the applicant within 15 days of the date of receipt of the application. In the case of advance applications, employment will be provided from the date that employment has been sought, or within 15 days of the date of application, whichever is later.

7.6.2 If a Gram Panchayat is unable to provide employment within 15 days, it will be the responsibility of the Programme Officer to do so. The employment allotted by the Programme Officer will be intimated to the Gram Panchayat and vice versa within 3 days to facilitate providing work to the job seeker in time.

7.6.3 If an Implementing Agency directed by the Programme Officer does not start work on time, or does not employ the persons directed to it for work by the Gram Panchayat, the Programme Officer will make alternative arrangements to ensure employment for those applicants.

7.6.4 The District Programme Coordinator will coordinate with the Programme Officers and the Implementing Agencies to ensure that applicants are provided employment as per their entitlements. If a Programme Officer fails to provide employment, the District Programme Coordinator will intervene to make appropriate arrangements for employment.

## 7.7 RECORD OF EMPLOYMENT

7.7.1 Every agency making payment of wages must record on the job card without fail the amount paid and the number of days for which payment has been made.

7.7.2 A copy of the muster roll of every work will be sent by the Programme Officer to those Gram Panchayats from which workers are employed and in whose jurisdiction the work is executed. The Gram Panchayat will consolidate household-wise employment data in the Employment Register. The format of the Employment Register is given in Annexure B-9.

7.7.3 The responsibility for coordination of employment data will lie with the Gram Panchayat at the Gram Panchayat level, and with the Programme Officer at the Block level. Employment data of G.P and P.O will be intimated to each other on weekly basis without fail.. The Programme Officer will be responsible for ensuring that this coordination mechanism is functional. Any problems in this regard will be addressed immediately by the District Programme Coordinator.

## 8. WORKS AND THEIR EXECUTION

### 8.1 PERMISSIBLE WORKS

8.1.1 In pursuance of Schedule – I of the Act, under Orissa Rural Employment Guarantee Scheme the following works are permissible:

- (i) water conservation and water harvesting
- (ii) drought proofing, including afforestation and tree plantation;
- (iii) irrigation canals, including micro and minor irrigation works;
- (iv) provision of irrigation facility to land owned by households belonging to the SC/ST or to land of the beneficiaries of land reforms, or to land of the beneficiaries under the Indira Awas Yojana;
- (v) renovation of traditional water bodies, including de-silting of tanks
- (vi) land development;
- (vii) flood-control and protection works, including drainage in waterlogged areas;
- (viii) rural connectivity to provide all-weather access. The construction of roads may include culverts where necessary, and within the village area may be taken up along with drains;
- (ix) any other work that may be notified by the Central Government in consultation with the State Government.

8.1.2 The above list of permissible works represents the initial thrust areas. In some circumstances, locations or seasons, it may be difficult to guarantee employment within this initial list of permissible works. In such circumstances, the Orissa Government may add to the list of works in consultation with Central Government. Proposals for new categories of work can be framed by the Orissa Employment Guarantee Council and referred to the Ministry of Rural Development for inclusion.

8.1.3 The maintenance of assets created under the Scheme (including protection of afforested land) will be considered as permissible work under the Act. The same applies to the maintenance of assets created under other programmes but belonging to the sectors of works approved in Schedule I of the Act.

8.1.4 OREGS works aims at maximizing benefits to the weaker sections in the area. In particular, land development works should begin with the land of small and marginal farmers.

8.1.5 NREGA resources should not be used for land acquisition. Land belonging to small and marginal farmers or SC/ST landowners cannot be acquired or donated for works under the programme.

8.1.6 To avoid duplication, a unique identity number should be given to each work.

8.1.7 To ensure sustainable assets and a holistic approach to planning, a Project approach should be adopted towards defining a Work. This will enable subsuming a number of works as activities under an umbrella Work or Project. The Project may be formulated with the Block as a unit so that the Programme Officer may coordinate the activities under it at sub Block levels. Inter Block Projects may also be formulated at the District level.

8.1.8 Standard designs should be put together as a document at the District level and should be made available to Panchayats and other Implementing Agencies.

8.1.9 Projects in low-wage areas, where the demand for work at minimum wages is likely to be large, must be formulated on a priority basis.

## **8.2 IMPLEMENTING AGENCIES**

8.2.1 At least 50 per cent of the works in terms of costs will be allotted to the Gram Panchayat for execution. This is the statutory minimum, and the Programme Officer or the District Programme Coordinator may allot more if deemed feasible in case of employment demand.

8.2.2 The other Implementing Agencies can be Block and Z.P, line departments of the Government, Public Sector Undertakings of the Central and State Governments, Cooperative Societies with a majority shareholding by the Central and State Governments, and reputed NGOs having a proven track record of performance. Self-Help Groups including women self-help groups promoted under Mission Shakti and Pani Panchayats Van Sanrakshan Samiti (VSS) may also be considered as possible Implementing Agencies

8.2.3 The selection of the Implementing Agency will be based on technical expertise and resources, capacity to handle work within the given time frame, reputation for work, and the overall interests of beneficiaries. The selection of the Implementing Agency will have to be indicated in the Annual Plan. A panel of agencies approved in order of priority may be considered to ensure that alternative options are available in the event where an agency fails to execute the work.

8.2.4 If any Implementing Agency (including a Gram Panchayat) is unable to execute the works allotted within 15 days, it will immediately inform the Programme Officer, who will entrust it to another agency, chosen from a panel of agencies approved project-wise for that Block in the Annual Plan for the District. If a Gram Panchayat does not execute a work within 15 days, the Programme Officer will direct the applicants to a work being executed by another Implementing Agency.

8.2.5 As stated in the Act (Schedule I), contractors cannot be engaged in any manner in the execution of works.

## **8.3 SANCTIONING OF WORKS**

8.3.1 Works shall be of two types: those implemented by the Gram Panchayats ('Panchayat works') and those implemented by other Implementing Agencies ('general works').

8.3.2 In each Block, the Programme Officer shall allot at least 50 per cent of the works in terms of its cost under a Scheme to be implemented through the Gram Panchayats.

8.3.3 All works on both lists (Panchayat works and general works) will be required to obtain Administrative Sanction and Technical Sanction in advance, by December of the year preceding the proposed implementation.

8.3.4 For Panchayat works, the Gram Panchayats are the appropriate authorities empowered to 'start' works (as per guidelines) and to allocate employment among persons who have applied for work. Residents of the Gram Panchayat will be given priority in the allocation of work.

8.3.5 For general works, the Programme Officer shall act as the authority empowered to 'start' works (by issuing work orders). Priority will be given to projects that are located in or near Panchayats where applications for work are pending.

8.3.6 Information on new applications for work shall be conveyed at least once a week by the Gram Panchayat to the Programme Officer. At the same time, the Gram Panchayat shall specify how many of the new applicants are being employed on Panchayat works (and for how long), and how many are to be provided employment on 'general works' by the Programme Officer.

8.3.7 Muster rolls for all OREGS works shall be issued by the Programme Officer. Each muster roll shall have a unique identity number. A detailed record of muster rolls will be maintained in the registers as per formats enclosed in Annexure B-3, B-4, B-5 and B-6. Before starting a work, the Gram Panchayat shall inform the Programme Officer, so that the Programme Officer may issue the required muster rolls.

8.3.8 The Programme Officer shall prepare a consolidated shelf of projects for the Block based on proposals received from the Gram Panchayats and the Panchayat Samiti, distinguishing between Panchayat works and general works. Other Implementing Agencies may also submit proposals to the Programme Officer through the P.S.

8.3.9 Whenever the Programme Officer starts a work among the 'general works', he/she should inform the relevant Gram Panchayat(s), and specify how many labourers can be employed on this project from each Gram Panchayat. The allocation of work to specific applicants within the Gram Panchayat is the responsibility of the Gram Panchayat.

8.3.10 In the event where the Programme Officer is unable to meet all applications for work in a particular area because the list of 'general works' on the shelf of projects is too short, he/she may direct some Gram Panchayats in that area to proceed with the implementation of works on the 'Panchayat works' list.

#### **8.4 THE WAGE-MATERIAL RATIO**

8.4.1 The ratio of wage costs to material costs should be no less than the minimum norm of 60:40 stipulated in the Act. This ratio should be worked out at the Gram Panchayat, Block and District levels but parity should be maintained at district level by DPC.

8.4.2 Wages of skilled labourers and mates/village level leaders (VLL) should be included in the 'material costs'.

#### **8.5 WORKSITE FACILITIES**

8.5.1 Worksite facilities are to be ensured by the Implementing Agency. Medical aid, drinking water, shade, and crèche if there are more than five children below the age of six years will have to be provided.

8.5.2 If more than five children below the age of six years are present at the worksite, a person (preferably old/physically challenged women) should be engaged under REGS to look after them. Suitable provisions should be made for this in the cost estimate of the work.

#### **8.6 WEEKLY REPORT ON WORKSITES**

8.6.1 The Programme Officer should attempt to arrange to collect data on labour employed and material received on a weekly basis from each OREGS worksite. This information should be collated in a prescribed format and displayed on the notice-board at the office of the Programme Officer. It should also be posted in summary form on the REGS website on a regular basis.

DRDA should be intimated of the weekly information in each Monday that in turn sends the same to Government on the same day.

8.6.2 While finalizing the accounts of each work and authorizing its final closure, the Programme Officer will check and satisfy himself/herself that the final expenditures reported to the Implementing Agency are found to be correct.

### **9 PAYMENT OF WAGES & UNEMPLOYMENT ALLOWANCE**

#### **9.1 PAYMENT OF WAGES**

9.1.1 Every person working under the Scheme shall be entitled to wages at the minimum wage rate fixed by the State Government (or the competent authority concerned) for agricultural labourers under

the Minimum Wages Act, 1948, unless the wages have been notified by the Central Government under Section 6(1) of the Act.

9.1.2 Equal wages shall be paid to both men and women workers, as per the provisions of the Equal Remuneration Act, 1976 .

9.1.3 The State Government may provide for a portion of the wages to be paid to the labourers on a daily basis during the period of employment.

9.1.4 Wages should be paid on a weekly basis on a pre-specified day of the week in each Gram Panchayat which should be preferably the weekly market days or as fixed by the G.P. The payment of wages should not defer beyond 15 days from the date it becomes due. In any case, wages should be paid in a public place, with muster rolls being read out aloud and displayed at the time of payment. In case, wages are paid through the Bank/Post network, the details of wages paid should be made public.

9.1.5 It is essential to ensure that wages are paid on time. Workers are entitled to being paid on a weekly basis, and in any case within a fortnight of the date on which work was done. In the event of any delay in wage payments, workers are entitled to compensation as per the provisions of the Payment of Wages Act, 1936.

9.1.6 If workers are willing, then a State Government may consider dovetailing wage payments under REGS with social security arrangements. With the consent of the worker, a proportion of the wages may be earmarked and contributed to welfare schemes organized for the benefit of REGS workers such as health insurance, accident insurance, survivor benefits, maternity benefits and other social security arrangements. Such a social security cover will be purely voluntary.

## **9.2 DAILY WAGES AND PIECE RATES**

9.2.1 Wages may be paid either on a time-rate basis or on a piece-rate basis.

9.2.2 Where wages are paid on a time-rate basis: the supervisory authorities will be responsible for ensuring that productivity norms are met; the Implementing Agencies may provide a description of the daily work requirements to facilitate the fulfillment of productivity norms; no worker can be paid less than the daily minimum wage.

9.2.3 Where wages are paid on a piece-rate basis: the work must be of such a nature that each labourer's work can be individually measured; the work norms must be such that any person working at a normal pace for seven hours earns no less than the minimum wage, as per the District Schedule of Rates; measurements must be recorded in a transparent manner whereby individuals may verify their measurements on a daily basis; no time requirements should be imposed and daily attendance should not be a condition for payment of wages. Quantum of work will be specifically mentioned in Transparency Pillars to be erected at worksite.

9.2.4 In construction works, skilled labour can be paid on a piece-rate basis.

9.2.5 The State Governments and the programme authorities shall make all efforts to publicize the minimum wage and the task-based rates in simple language and by means easily accessible to the local community. Wage rates shall also be displayed prominently at every worksite in Transparency Pillars.

## **9.3 UNEMPLOYMENT ALLOWANCE**

9.3.1 If a worker who has applied for work under NREGA is not provided employment within 15 days from the date on which work is requested, an unemployment allowance shall be payable at the rate prescribed in the Act.

9.3.2 The Programme Officer shall be responsible for the prompt payment of unemployment allowances throughout the Block. He will obtain approval of DPC before payment of unemployment allowance.

9.3.3 Unemployment allowances should be paid on a weekly basis at the Gram Panchayat level preferably an 'employment guarantee day'.

9.3.4 The payment of unemployment allowance shall be made no later than 15 days from the date on which it becomes due for payment (NREGA, Section 7(5)). In the event of any delay, the recipients shall be entitled to compensation based on the same principles as wage compensation under the Payment of Wages Act, 1936.

## **10. FUNDING**

### **10.1 FINANCING PATTERN**

10.1.1 The Central Government will bear the following costs:

- (a) The entire cost of wages for unskilled manual workers
- (b) 75 percent of the cost of material and wages for skilled and semi-skilled workers.
- (c) Administrative expenses as may be determined by the Central Government. These will include, inter alia, the salary and allowances of Programme Officers and their support staff and work site facilities
- (d) Administrative expenses of the Central Employment Guarantee Council.

10.1.2 The State Government will bear the following costs:

- (a) 25 percent of the cost of material and wages for skilled and semi-skilled workers.
- (b) Unemployment allowance payable in case the State Government cannot provide wage employment within 15 days of application.
- (c) Administrative expenses of the Orissa Employment Guarantee Council.

### **10.2 EMPLOYMENT GUARANTEE FUND**

10.2.1 The State Government will make Rule for Fund/Financial management of OEGF starting from State level upto Gram Panchayat level as per which OEGF funds will be regulated.

### **10.3 RELEASE OF FUNDS**

10.3.1 Under the Scheme, each State will formulate and submit a State Annual Work Plan and Budget Proposal (AWPB) to the Ministry of Rural Development, which will enable the Ministry to decide and sanction the budget likely to be used by the State in that year.

10.3.2 The AWPB will be based on the demands for funds received from the Districts and reflected in the Labour Budgets approved by the Zilla Parishad

10.3.3 The AWPB will provide an opportunity for the State Governments to submit proposals for works other than the ones specified in Schedule I. This will enable the Central Government to examine their proposals under Section 1(ix) of Schedule I of the Act and to notify them on time.

10.3.4 The AWPB will also report on the use of the previous funds received by the State, as well as on the key performance indicators determined under the Scheme. This will enable a qualitative assessment of the proposals received from a State Government, to help decide the quantum of assistance likely to be released to it for a financial year. The actual release of funds to a State Government will depend on its actual utilization of funds previously released.

10.3.5 The initial installment as seed money of the Revolving Fund under the Scheme will be released in a single installment to the Receptacle Fund, as may be decided by the Ministry of Rural Development.

10.3.6 After utilizing 60 per cent of the funds earlier released, the District Programme Coordinator (with the recommendation of the State Government) or the State Government (in the event that a State Employment Guarantee Fund is established) may apply to the Ministry of Rural Development for the next installment out of the Central Employment Guarantee Fund. The proposal shall be submitted on a prescribed proforma and the release will be subject to the following conditions: (a) Submission of Utilization Certificate showing that at least 60 per cent of funds/ resources already released have been utilized at the time of submission of the proposal for the next installment. (b) Submission of

certificate regarding the release and receipt of the State Share against the amount of the Central funds released so far. This must be accompanied by (i) a copy of the order sanctioning the State Share; and (ii) a certified copy of the bank statement indicating the credit of the State Share. This bank statement must be authenticated by the Branch Manager and the Accounts Officer in charge of the OREGS account at the District level. (c) Submission of non-diversion and non-embezzlement certificate. (d) Any other condition indicated from time to time.

10.3.7 The release of the Central Share of funds during the next financial year will depend on the submission of the Audit Report and the Utilization Certificate for the previous year to the satisfaction of the Ministry of Rural Development.

10.3.8 The Central Government will normally release funds equal to the expenditure incurred and admissible under the Scheme. If, on the basis of the actual utilization pattern, it is felt that the initial installment approved is not adequate for meeting the District's half-yearly requirements, the Central Government may release a larger installment of funds to the District. On the other hand, if the pace of utilization is slow, the Central Government may release a smaller amount.

10.3.9 The Central Government may suspend assistance to an Implementing Agency for improper use of funds. Assistance will be restored after remedial measures have been effected. In such cases, the workers affected will be allocated alternative employment opportunities by the Programme Officer.

10.3.10 The State Share of funds will be released by the State Government within 15 days of the release of the Central funds.

10.3.11 The Programme Officer will release funds to the other Implementing Agencies in the Block for works sanctioned to them for execution. The sanctioned amounts will be communicated to all Panchayats, and especially to the Gram Panchayats.

10.3.12 The Programme Officer will be eligible for the next installment after utilizing 60 percent of the funds already placed at his/her disposal. The proposal of the Programme Officer shall be accompanied by details of expenditure for each Implementing Agency including the Gram Panchayats. It must also include copies of the Utilization Certificate furnished by the Implementing Agencies to the Programme Officer.

10.3.13 Central assistance to OREGS will be on the works and processes permissible under the Act and these Guidelines.

#### **10.4 GRAM PANCHAYATS**

10.4.1 Each Gram Panchayat will have a single bank account for the purpose of implementing OREGS works. This OREGS account will be operated jointly by the Sarpanch and Executive Officer/Secretary of the Gram Panchayat.

10.4.2 All payments made from the OREGS account will be reported to the Gram Panchayat at its next meeting and approval will be obtained. Any objection will be recorded and a copy of the minutes will be sent immediately to the Programme Officer for necessary action.

10.4.3 Funds from the OREGS account may be spent on REGS works after only these works have received the required Administrative and Technical Sanction from the competent authorities. The Sarpanch of the Gram Panchayat will be personally liable for any expenditure made without such sanctions.

10.4.4 The OREGS-related accounts of the Gram Panchayat shall be presented for scrutiny at the biannual social audits of the Gram Sabha, in prescribed formats.

10.4.5 OREGS funds at the Gram Panchayat level cannot be used for other purposes under any circumstances. The Sarpanch and Secretary shall be responsible for ensuring that disbursements from the OREGS account are made for legitimate purposes. Any diversion of OREGS funds will be treated as a defalcation and recovery proceedings will be immediately initiated.

10.4.6 The Gram Panchayats will be authorized to spend the money released to them on the works that have been sanctioned for them to execute. After 60 percent of the allocation given to any Gram



Panchayat has been spent, the Gram Panchayat may apply to the Programme Officer for release of additional funds. The proposal of the Gram Panchayat shall be accompanied by a statement of work-wise expenditure together with the report of the Vigilance and Monitoring Committee duly approved by the Gram Sabha.

10.4.7 The Programme Officer, after satisfying himself about the proper utilization of the earlier allocations, will ensure the release within 15 days of the next installment, equal to the amount utilized by the Gram Panchayat. The Gram Panchayat shall be responsible for carrying out any amendment in the proposal as directed by the Programme Officer.

## **10.5 MONTHLY SQUARING OF ACCOUNTS**

10.5.1 To reduce the risk of financial 'leakages', and to promote transparency and accuracy in fund management, the practice of 'monthly squaring of accounts' should be introduced. This consists of verifying that *all* the money released under Scheme/ NREGA is accounted for under the following three heads: (a) Money held in bank accounts at various levels; (b) Advances to implementing or payment agencies; (c) Vouchers of actual expenses.

10.5.2 Details of the monthly squaring of accounts should be made publicly available on the Internet at all levels of aggregation.

## **11. MONITORING AND EVALUATION OF OUTCOMES**

An important objective of the Orissa Rural Employment Guarantee Scheme is the 'creation of durable assets and strengthening the livelihood resource base of the rural poor'. Investments made under NREGA are expected to generate employment and purchasing power, raise economic productivity, promote women's participation in the workforce, strengthen the rural infrastructure through the creation of durable assets, reduce distress migration, and contribute to the regeneration of natural resources. Thus, outlays for OREGS have to be transformed into outcomes. The OREGS formulated by the State Governments must indicate the expected outcomes as well as the methods through which the outcomes are to be assessed.

### **11.1 MONITORING AT VARIOUS LEVELS**

11.1.1 The Palli Sabha will monitor all the works at the village level as well as the employment provided to each person who has applied for work. It will also monitor the registration and issue of job cards and the timely payment of wages.

11.1.2 The Gram Panchayat will monitor works executed by other Implementing Agencies, muster rolls maintained by them at worksites, and the payments made.

11.1.3 The Panchayat Samiti and the Programme Officer will monitor the registration of households; employment provided to each applicant, unemployment allowances paid, social audits, flow of funds, timely and correct payment of wages, and progress and quality of works. The Programme Officer shall be responsible for sending all reports and returns to the District Programme Coordinator, who in turn shall send such reports to the State and Central Governments.

11.1.4 The Zilla Parishad and the District Programme Coordinator will monitor all aspects of implementation, including registration, employment, unemployment allowances, and social audits, flow of funds, progress and quality of works, qualitative aspects of implementation,

timely and correct payment of wages, and timely payment of unemployment allowances.

11.1.5 The State Government shall monitor the performance of all Districts on the quality and pace of implementation as laid down in the National Monitoring System, the Orissa Rural Employment Guarantee Scheme, and the directives of the Orissa Employment Guarantee Council. The State Government will send consolidated reports and returns to the Central Government.

### **11.2 MONITORING METHODS**

11.2.1 Verification and quality audit by external monitors must be taken up at the Central, State and District levels. For this purpose, National Quality Monitors (NQM) at the national level may be designated by the Ministry of Rural Development with the approval of the Central Council.

Similarly, State Quality Monitors (SQM) at the State level may be designated by the State Government with the approval of the State Council. The District will also identify District Quality Monitors (DQM) with the approval of the State Government.

11.2.2 A comprehensive Monitoring and Information System (MIS) will be developed by the Ministry of Rural Development to facilitate monitoring. A national online monitoring system for key performance indicators will be evolved. All programme implementation authorities—from the Programme Officer to the District and State levels—shall report regularly on this system.

11.2.3 Field visits, inspections and sample checks (internally and externally) must be undertaken on a regular basis to ensure comprehensive and continuous assessment of the Scheme.

### **11.3 EVALUATION**

11.3.1 Regular evaluations and sample surveys of specific OREGS works should be conducted. Evaluation criteria similar to those used in the 'annual ranking of Districts' may be used, among others, for this purpose.

11.3.2 District-wise studies will be conducted or commissioned by the Orissa Employment Guarantee Council. Block-wise evaluation studies will be conducted or commissioned by the District Programme Coordinator.

11.3.3 OEGC should seek the association of research institutions of repute with this process. All evaluation agencies should be approved by OEGC.

11.3.4 Broad guidelines for evaluation studies, including OREGS assessment criteria, will be framed by OEGC.

11.3.5 OEGC should develop its own evaluation system in collaboration with research institutions of repute and review evaluations conducted by other agencies. The evaluation studies should also throw light on particular innovations in planning, monitoring or implementation. These should be sent to the State and Central Governments for examination and dissemination to other parts of the State and country.

11.3.6 The findings of the evaluation studies should be used by OEGC, the Zilla Parishad and other institutions for initiating corrective action.

### **11.4 ANNUAL RANKING OF DISTRICTS**

11.4.1 Monitoring process should include an annual ranking of Districts in the State in terms of their performance in implementing OREGS/ NREGA. The ranking should be done or supervised by the State Employment Guarantee Council, based on verifiable criteria and sample surveys conducted by competent organizations.

11.4.2 Performance indicators for facilitating the ranking of Districts, and making such rankings comparable across States, are expected to be developed by the Central Employment Guarantee Council. These indicators could be used in evaluation methods at the District and State levels, and also to evolve a method of ranking. An indicative list of possible evaluation criteria is as follows:  
a) Extent to which applications for work have been met b) Productive value of completed works  
c) Quality of record keeping and reporting d) Accessibility and transparency of NREGA-related documents e) Timeliness of wage payments f) Timeliness and quality of social audits g) Involvement of Gram Sabhas/Palli Sabha.

11.4.3 The ranking of Districts (if available) should be made public. The State Employment Guarantee Council and the Zilla Parishad are advised to review the scores on each criterion and suggest corrective measures.

## **12. MANAGEMENT OF DATA & RECORDS**

The entitlements under the Act are legally justiciable. For this reason, among others, it is important to maintain accurate records of all aspects of implementation. This is also required by the Right to Information Act, 2005. The State will adopt the Computerized MIS developed by the Centre for maintenance of data and records with required medications.

## **12.1 RECORDS TO BE MAINTAINED BY THE GRAM PANCHAYATS AND OTHER IMPLEMENTING AGENCIES**

12.1.1 Application Registration Register: Every Gram Panchayat shall maintain a register of applications (or requests) received for registration which should contain the name of each applicant, the date of receipt of application or request, and the date on which the job card was issued as per proforma given in Annexure B-7.

12.1.2 Job Card Register: Every Gram Panchayat shall maintain a job card register as per proforma given in Annexure B-8. A duplicate of this register will be maintained in computerized form at the office of the Programme Officer.

12.1.3 Employment Register: Every Gram Panchayat shall maintain a register that records: (a) employment demanded; (b) employment allotted; and (c) employment actually taken up as per prescribed proforma given in Annexure B-9.

12.1.4 Asset Register: Every Gram Panchayat and every Implementing Agency shall maintain a register of all works sanctioned, executed and completed in the proforma given in Annexure B.

10. The information in the register will be reported by the Gram Panchayat and all other Implementing Agencies to the Programme Officer on the same proforma. The Implementing Agencies that are executing works within the jurisdiction of more than one Programme Officer shall send the data on the same proforma to the District Programme Coordinator.

12.1.5 Muster Roll Receipt Register: Gram Panchayats and Implementing Agencies shall maintain a muster roll receipt register based on the proforma given in Annexure B-5, B-6 respectively. The Gram Panchayat shall also maintain a record of the copies of muster rolls received from other Implementing Agencies.

12.1.6 Complaint Register: Complaint registers shall be maintained at all the Panchayat Levels as per format given in Annexure B-11.

## **12.2 RECORDS TO BE MAINTAINED BY THE PROGRAMME OFFICERS**

12.2.1 Employment Register: Every Programme Officer shall maintain a register of applications for employment received by him/her. All such applications shall be recorded in the register and forwarded to the concerned Gram Panchayat. Copies of the application shall be retained at the office of the Programme Officer.

12.2.2 Job Card Register: Duplicate copies of the job card register from every Gram Panchayat will be maintained in computerized form at the office of the P.O.

12.2.3 Muster Roll Issue Register: The Programme Officer will maintain a register in proforma B-4 to keep track of the muster rolls issued to the various Implementing Agencies.

12.2.4 Asset Register: Gram Panchayats and other Implementing Agencies will forward the information recorded in their asset registers to the Programme Officer on the same proforma. The Programme Officer will compile the data in computerized form and supply a copy to the DPC.

12.2.5 Complaint Register: The Programme Officer will maintain a complaint register based on the proforma given in Annexure B-11. The Programme Officer should also install a complaint box at a conspicuous place at his/her office and personally open it once a week. The complaints received in such boxes should be entered into the complaint register.

## **12.3 RECORDS TO BE MAINTAINED BY THE DISTRICT PROGRAMME COORDINATORS**

12.3.1 For works falling within the jurisdiction of more than one Programme Officer, the relevant data will be compiled by the District Programme Coordinator from the relevant Programme Officers and the Implementing Agencies.

12.3.2 The District Programme Coordinator shall generate monthly and annual reports based on the proforma given in Annexure B-12. These are to be sent to the State Programme Coordinator and the Ministry of Rural Development through (a) an electronic copy, emailed or reported online; and (b) a hard copy, duly signed by the State Programme Coordinator.

12.3.3 The District Programme Coordinators will maintain a complaint register according to the proforma given in Annexure B-11. They should also install a complaint box at a conspicuous place in their office and personally open it at once a week. The complaints received in such boxes should be entered into the complaint register.

## **12.4 MUSTER ROLLS**

12.4.1 Muster rolls each with a unique identity number will be issued by the Programme Officer to the Gram Panchayats and all Executing Agencies in the proforma given at Annexure B-3.

12.4.2 Muster rolls will be maintained by the Gram Panchayats and other Executing Agencies. They will contain, inter alia, the following information for each work: a) Name of the person on work; his or her job card number; days worked and days absent; and wages paid. The payment made and the number of days worked will be entered in the household job card of every worker. b) Unique identity number given to that work. c) Signature or thumb impression of the payee.

12.4.3 The original muster roll will form part of the expenditure record of the Executing Agency.

12.4.4 A photocopy of the muster roll will be kept /sent for public inspection in every Gram Panchayat and in the office of the Programme Officer.

12.4.5 Muster rolls should be digitized at the Programme Officer level and if possible at the Gram Panchayat level.

12.4.6 Any muster roll that is not issued from the office of the Programme Officer shall be considered unauthorized.

## **13. TRANSPARENCIES AND ACCOUNTABILITY: ROLE OF THE STATE**

Commitment to transparency and accountability runs throughout the stages of implementation of the National Rural Employment Guarantee Act (NREGA). This commitment also flows from the Right to Information Act, 2005. The following steps will be taken in ensuring transparency and accountability.

### **13.1 RIGHT TO INFORMATION AND PROACTIVE DISCLOSURE**

13.1.1 The Right to Information Act should be followed both in letter and in spirit in all matters relating to NREGA. Section 4 of the Act, which concerns proactive disclosure of information, should be strictly complied with at all levels.

13.1.2 Requests for copies of OREGS-related documents submitted under NREGA should be complied with within seven days. No request should be refused under any circumstances. In particular, no information should be withheld by invoking Clause 8 of the Right to Information Act. All NREGA-related information is in the public domain.

13.1.3 Key documents related to NREGA should be proactively disclosed to the public, without waiting for anyone to 'apply' for them as suggested by the State Employment Guarantee Council and updated from time to time.

13.1.4 Public access to key records and key information should be ensured at all levels. Updated data on demand received, registration, number of job cards issued, list of people who have demanded and been given/not given employment, funds received and spent, payments made, works sanctioned and works started, cost of works and details of expenditure on it, duration of work, person-days generated, reports of local committees, and copies of muster rolls should be made public in prescribed format outside all offices of all agencies involved in implementing OREGS, and should also be placed by the Gram Panchayat before the Gram Sabha/Palli Sabha once in every quarter.

13.1.5 The person to whom application for information will be made time limit for giving such information and fees charged for copies of NREGA-related documents will be as per RTI/Rules framed by State Government there under.

13.1.6 Whenever feasible, key documents should be made available on the Internet.

13.1.7 OREGS-related accounts of each Gram Panchayat should be proactively displayed and updated twice a year. Summary accounts should be displayed through various means, including painting on

walls at the Gram Panchayat Office, postings on notice boards and publication in Annual Reports available at cost price.

13.1.8 Report Cards on local works, employment and funds should be posted by the Gram Panchayat on its premises and by the Programme Officer at the Block /Programme Officer's office, and for the whole District by the District Programme Coordinator at the District Programme Coordinator/Zilla Parishad Office.

### **13.2 FINANCIAL AUDIT**

13.2.1 Financial Audit is mandatory. This must be carried out at the end of the financial year by each District. The audit will be done either by Local Fund Auditors or by the Chartered Accountants appointed by the State Government. A copy of the Audit Note will be sent to the State Government. A concurrent audit will be undertaken in addition to this.

13.2.2 The Accountant General will also conduct the Audit of Accounts of NREGA in addition to the audit conducted by the Chartered Accountants. The audit team of the Accountant General shall be supplied with a copy of the audit conducted by the Chartered Accountants.

13.3.3 The Audit Report of the Chartered Accountant and the Utilization Certificate for the previous year must be submitted latest by September next year by the District Programme Coordinator. If the Audit Report is not received, or if the observations of the Auditor and of the Ministry on the Audit Report are not properly attended to or complied with, to the satisfaction of the Ministry within the financial year, the Ministry will be within its right to stop the funds for the next financial year. The responsibility for payment of unemployment allowance arising out of the non-availability of funds for this reason shall be on the State Government.

13.3.4 The District Programme Coordinator will ensure that the Opening and Closing Balance included in both the Audit Report and the Utilization Certificate tally. In case there is variation due to any unavoidable reason, it has to be clearly explained with reasons to the satisfaction of the Ministry, with documentary support, if any.

13.3.5 Processing of reports of social audit by the Palli Sabha/ Gram Sabha: A District Internal Audit Cell in the office of the District Programme Coordinator shall be constituted to scrutinize the reports of the Gram Sabha/Palli Sabha and conduct a special audit, if necessary. A Monthly Report will be compiled and sent to the District Programme Coordinator, State Programme Coordinator and the State Government. These authorities will initiate action to address serious irregularities and also take appropriate preventive action.

### **13.4 PHYSICAL AUDIT**

13.4.1 A Physical Audit of the works undertaken will be conducted to verify the quality of works and to check that the expenditures incurred have led to the creation of durable assets.

### **13.5 ACTION ON AUDIT REPORTS BY THE STATE GOVERNMENT**

13.5.1 A copy of every Audit Report, whether conducted by the Chartered Accountant/ the Local Fund Auditor / the Internal Audit Cell and auditors of the Accountant General or Comptroller and Auditor General, and Social Audit Reports will be sent to the State Government concerned.

13.5.2 The State Government will ensure speedy action against the concerned officials/ nonofficials for misappropriation of funds, frauds, incorrect measurement, false entries in the muster rolls and other irregularities of a serious nature, resulting in the leakage of Government/public funds/resources and the denial of entitlements to workers. The State Government will resort to provisions of Orissa Public Demand Recovery Act for recovery of defalcated /loss amount. The State Government will also take appropriate steps to prevent such irregularities.

### **13.6 VIGILANCE AND MONITORING COMMITTEES**

13.6.1 For every work sanctioned under the Scheme, there should be a local Vigilance and Monitoring Committee, composed of members of the locality or village where the work is undertaken, to monitor the progress and quality of work while it is in progress. The Gram Sabha/Palli Sabha will elect the members of this Committee and ensure that SC/STs and women are adequately represented on it.

13.6.2 The Implementing Agency should apprise this Committee regarding the work, time frame and quality parameters. The Final Report of the Committee should be attached along with the Completion Certificate of the work, and should also be placed at the next meeting of the Gram Sabha/Palli Sabha in the Panchayat where work has been executed. A copy of the Report will also be sent to the Programme Officer and the District Programme Coordinator.

13.6.3 Local Beneficiary Committees may also be constituted for effective articulation of their entitlements and their access to information. The Programme Officer will be responsible for ensuring that local Vigilance and Monitoring Committees/ Beneficiary Committees are constituted for the purpose.

### **13.7 GRIEVANCE REDRESSAL**

i) The Programme Officer will be the Grievance Redressal Officer at the Block level, and the District Programme Coordinator at the District level. The grievance petition will be disposed of within 15 days of its receipt.

ii) 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 lie with State Programme Coordinator. The appeal will be disposed of within a month of its institution.

iii) A format is prescribed for grievance redressal.

iv) Name and address of the petitioner, and nature and date of the petition, are to be entered in a register, which will be uploaded on to the Internet on a weekly basis

v) The person registering the grievance is to be given a receipt with number and date so that he/she can follow up the status of disposal of his/her grievance from a counter in the office of the Programme Officer and over the Internet using the receipt number

vi) Once a grievance has been disposed of, the date and nature of disposal should be communicated to the petitioner. These details are to be made available over the Internet

vii) Data generated by classifying petitions are to be analyzed each month for region and type so that it becomes a tool for identifying areas that require senior management attention and redesigning of systems.

viii) Grievances relating to items listed as 'Mandatory Agenda' for the Social Audit Forum in Chapter 11 Section 6 of these Guidelines, should be addressed as per the time frame / procedure prescribed there under.

ix) Grievance redressal performance of all authorities under the Act and these Guidelines are to be posted on the Internet on a weekly basis.

x) The Gram Sabha/Palli Sabha and the Social Audit Forum shall provide a forum for public hearings so that grievances may be quickly redressed.

xi) A Help Line may be set up for grievance redressal.

xii) Action taken on the complaints received by the Programme Officer and the District Programme Coordinator shall be placed before the meetings of the Panchayat Samiti and the District Panchayats respectively.

### **14. TRANSPARENCY AND ACCOUNTABILITY: PUBLIC VIGILANCE AND SOCIAL AUDITS**

14.1 The Act make social audit of all works as a mandatory means of continuous public vigilance. The basic objective of a social audit is to ensure public accountability in the implementation of projects, laws and policies. One simple form of social audit is a public assembly where all the details of a project are scrutinized. 'Social Audit Forum' in this context is referred as periodic assemblies convened by the Gram Sabha/Palli Sabha as part of the process of social audit and continuous process of public vigilance.

14.1.1 In this perspective, a social audit is an ongoing process through which the potential beneficiaries and other stakeholders of an activity or project are involved at every stage: from the planning to the implementation, monitoring and evaluation. Social audit, thus, is a means for promoting transparency, participation of affected persons, consultation, accountability and redressal of grievances.

## 14.2 SOCIAL AUDITS AS A CONTINUOUS PROCESS

14.2.1 In the context of NREGA/OREGS, the process of social audit should include public vigilance and verification of the stages of implementation: Registration of families, Distribution of job cards, Receipt of work applications, Preparation of shelf of projects and selection of sites, Development and approval of technical estimates and issuance of work order, Allotment of work to individuals, Implementation and supervision of works, Payment of unemployment allowance, Payment of wages, Evaluation of work, Mandatory social audit in the Gram Sabha (Social Audit Forum)

14.2.2 Steps may be taken for preventing/addressing the vulnerabilities in the indicative list in Chart-1 of NREGA Guidelines as a corrective measure in implementation process.

## 14.3. THE SOCIAL AUDIT FORUM

14.3.1 Apart from the ongoing process of social audit, there will be a mandatory review of all aspects of the social audit at the Gram Sabha/Palli Sabha meetings to be held at least once every six months for this purpose. At these 'Social Audit Forums' information will be read out publicly, and people will be given an opportunity to question officials, seek and obtain information, verify financial expenditure, examine the provision of entitlements, discuss the priorities reflected in choices made, and critically evaluate the quality of work as well as the services of the programme staff which will amount to detailed public audit of all NREGA works.

## 14.4 SOCIAL AUDIT FORUM: PREPARATORY PHASE

14.4.1 The success of the Social Audit Forum depends upon the open and fearless participation of all people, particularly potential beneficiaries of the programme. Effective public participation requires adequate publicity about the Forum as well as informed public opinion. This itself requires that people have prior access to information from the Sarpanch of the Gram Panchayat in a demystified form.

14.4.2 The date, time, agenda, importance and sanctity of the Forum must be widely publicized so as to ensure maximum participation by following the measures as prescribed by the NREGA operational guidelines/ACT/Rule.

## 14.5 SOCIAL AUDIT FORUM: PROCEDURAL AND ORGANIZATIONAL REQUIREMENTS

14.5.1 Sound procedures are essential for the credibility of a Social Audit Forum. Proceedings should be conducted in a transparent and non-partisan manner, where the poorest and most marginalized can participate and speak out in confidence and without fear. Care has to be taken that the Forum is not manipulated by vested interests. The steps prescribed by NREGA guidelines will be followed for procedure decision making, minutes of the Social Audit Forum.

## 14.6. SOCIAL AUDIT FORUM: MANDATORY AGENDA

14.6.1 'Mandatory Agenda' refers to the minimum agenda of every Social Audit conducted by the Gram Sabha/Palli Sabha. While reviewing whether the norms and provisions in the Act, Rules and Guidelines are being observed, the checklist and mandatory agenda as prescribed in the NREGA guidelines will be followed scrupulously.

## 15. TECHNICAL RESOURCE SUPPORT FOR QUALITY

Ensuring quality in all aspects of its implementation is the key concern of the Government.

### 15.1 TECHNICAL RESOURCE NETWORK

15.1.1 The State Government will take steps for setting up Technical Resource Support Groups at the State and District levels to assist in the planning, designing, monitoring, evaluation and quality audit of various initiatives. The Groups will assist in training and handholding with a view to improving the quality and cost effectiveness of the Scheme.

15.1.2 To facilitate technical resource support to the Implementing Agencies, especially at the District level. Resource Institutions will be identified at the State Government level. A panel of institutions/agencies for technical resource support may be prepared. The panel may constitute a Technical Resources Network.

15.1.3 The functions of the identified institutions will be as follows:

- a) Identify effective labour-intensive technologies for water conservation, water harvesting, drought proofing, flood control, all-weather rural connectivity and other works approved under the Act, appropriate for the State and various climatic regions of the State.
- b) Standardize the estimation procedures and prepare software for estimation.
- c) Prepare standard model estimates for works (or elements of works) that are to be executed repeatedly.
- d) Simplify and demystify the process of estimate preparation to enable Panchayats and non-technical persons to prepare estimates for small works, assess the labour and material requirements, and estimate the cost of completed works.
- e) Prepare manuals that explain the process of estimation and lay out procedures for the use of technical staff.
- f). Prepare software/manuals/pamphlets/charts for estimation for use of Panchayats, Vigilance and Monitoring Committees and non-technical persons.
- g). Propose quality parameters for various types of works.
- h). Prepare 'people's manuals' for quality checking.
- i). Coordinate and train State/District-level Technical Coordination Agencies to bring about uniformity and harmony in estimation, quality parameters, quality-monitoring systems and quality-evaluation systems.
- j). Undertake quality appraisals in different Districts on a sample basis and send reports to the Central Government, the State Government and the District Panchayats concerned.
- k). Suggest and devise ways of removing deficiencies in quality and achieve quality upgradation.
- l). Any other functions assigned by the Secretary (RD/NREGA) of the State concerned or by the Ministry of Rural Development.

## 15.2 DISTRICT TECHNICAL AGENCIES

15.2.1 Possible functions of the Technical Resource Support Groups at the District level include:

- a) Identify effective labour-intensive technologies for water conservation, water harvesting, drought proofing, flood control, all-weather rural connectivity and other works appropriate for the District and various climatic regions of the District. These will be supplementary to the identification done by the State Technical Coordination Agency.
- b) Standardize the estimation procedures and prepare software for estimation to supplement the software prepared at the State level.
- c) Prepare standard model estimates for works (or elements of works) that are to be executed repeatedly.
- d) Simplify and demystify the process of estimate preparation to enable Panchayats and non-technical persons to prepare estimates for small works, assess the labour and material requirements, and estimate the cost of completed works.
- e) Train the District technical staff, technical staff of PRIs, Secretaries of Panchayats, members of PRIs, and members of Vigilance and Monitoring Committees to carry out estimation, quality control and quality monitoring.
- f) Conduct quick appraisal studies to assess the quality of work and provide technical inputs to the Implementing Agencies for improving the quality of works.
- g) Any other functions assigned by the nodal officer, Secretary (Panchayati Raj //NREGA) of the State concerned or by the Ministry of Rural Development.

## 15.3 USE OF INFORMATION TECHNOLOGY

15.3.1 Active use of Information Technology (IT) should be made for improving the efficiency and transparency of operational processes, including: a) Preparation of project proposals and their execution;



b) Digitization of muster rolls, job cards and other important documents; c) Financial Management Systems; d) Communication and access to information; e) Grievanceredressal systems; f) Monitoring and evaluation; g) Creation of a Monitoring and Information System (MIS) with a database on preferred works, resource requirements, registered households, payment of wages, person-days of employment provided to the registered employment seekers, funds received and expended at different levels, and related matters. The full possible applications of IT to the implementation of NREGA will be explored and appropriate modules developed into a comprehensive system to be continuously up-graded.

#### **15.4 EMPLOYMENT GUARANTEE WEBSITE**

15.4.1 A special OREGS website' should be built by the State Government. This website should function as an integrated access point for REGS-related documents on the Internet.

15.4.2 Whenever possible, key REGS-related documents as provided in Annexure A-6 should be publicly accessible on the Internet and also posted on the REGS website. These documents should be loaded on the OREGS website for being available in electronic form.

15.4.3 Subsequently other key documents on the REGS website, such as muster rolls, vouchers, measurement books and Utilization Certificates etc. may be posted if technologically possible.

#### **16. CONVERGENCE**

##### **16.1 CONVERGENCE/DOVETAILING WITH OTHER PROGRAMMES**

16.1.1 Convergence of the OREGS funds with funds from other sources for the creation of durable assets is permissible. However, care must be taken to ensure that schematic funds do not substitute for resources from other sectors or schemes as there are intended to create *additional* employment.

16.1.2 Funds available with PRIs from other sources (such as the National Finance Commission, State Finance Commission, State Departments) and other Central or Centrally Sponsored Schemes (such as the Swarnjayanti Gram Swarozgar Yojana [SGSY], Drought Prone Areas Programme [DPAP], Desert Development Programme [DDP], Rashtriya Sam Vikas Yojana [RSVY], Backward Area Grant, etc.) can also be dovetailed with OREGS funds for the construction of durable community assets/works permissible under the Act. However, OREGS funds should not be used as a substitute for Departmental Plan funds of different departments and agencies. Funds from other programmes for the works permissible under NREGA can be dovetailed with these funds but not vice versa. These aspects should be taken care of in the Perspective Plan.

16.1.3 All initiatives of convergence will be within the parameters of OREGS, especially the need to design labour-intensive works and the need to ensure that there is a complete ban on contractors.

##### **16.2. CONVERGENCE WITH SOCIAL SECTOR PROGRAMMES**

16.2.1 Social sector programmes such as literacy and health missions must be converged with the OREGS to extend the benefits of these programmes to REGS workers and beneficiaries. For example, information on NREGA / OREGS, and workers' entitlements under the Act, can be introduced in the Literacy Primers and Continuing Education Materials since a large proportion of the OREGS workforce may consist of non-literate or semi-literate persons. This will serve the double purpose of making them literate and giving them information about their rights under the Act.

16.2.2 The worksite can also become a nodal point for the linkage of welfare activities (such as the creation of SHGs and the provision of insurance) run by other departments. This will enable NREGA / OREGS workers to participate effectively in these activities.