

HI-TECH INSTITUTE OF INFORMATION TECHNOLOGY (HIIT)

NATIONAL LEVEL MONITOR'S REPORT

DISTRICT-PURULIA, WEST BENGAL

Regular Monitoring 2013-14 phase I

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सत्यमेव जयते

MINISTRY OF RURAL DEVELOPMENT, GOVERNMENT OF INDIA

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Preface and Acknowledgement

Monitoring of Rural Development Programmes is being given a lot of importance by the Government of India. It is also considered very important for efficient delivery at the grass root level particularly in view of the substantial step up in the allocation of funds for rural development programmes. In order to be able to identify lacunae and discrepancies regularly a set of performance indicators have been developed for each of the Programme. Information collected on these indicators through various mechanisms help the programme managers to carry out mid course corrections as and when necessary.

The Ministry recognizes the importance of independent monitoring and has evolved a comprehensive mechanism for monitoring the implementation of its programmes through third party independent monitors. These Monitors-National Level Monitors (NLMs) are drawn from a panel of selected retired civil/defence service officers and reputed and having experience in rural development sector. Academia with proven experience in social work related to rural development is also on this panel. Institutional NLMs are empanelled from reputed non government institutions having experience in monitoring and evaluation of the programmes of this Ministry.

An effective monitoring system is meant to provide the policy makers, programme managers and the civil society the information which can be used for learning from past experiences, improving service delivery, planning and allocating resources and demonstrating results.

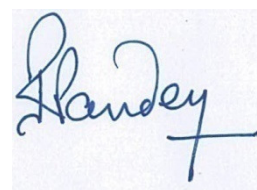
Under this back drop present assignment of Monitoring & Reporting of Centrally Sponsored Schemes of the District-Purulia, West Bengal was entrusted to us by Mr. Sithil Sasi, Joint Director (Mon.), Ministry of Rural Development, Government of India. An Expert Team of M/s Hi-Tech Institute of Information Technology (HIIT) visited the District-Purulia, West Bengal from 20-05-2013 to 25-05-2013. The team interacted with District Level, Block Level and GP Level Programme Implementing agencies in particulars and Villagers & beneficiaries of various centrally sponsored schemes in general in 10 GPs amongst 03 Blocks and collected the data on prescribed formats. After decoding & tabulation of data, we prepared the present report. The report has been divided into 6 chapters. Chapter 1st throws light on Status of MoRD & MDWS Programme(s) in the District-

Purulia, West Bengal, Chapter 2nd is dealing with Performance, Planning & Implementation of the Programmes in the District-Purulia, West Bengal, Chapter also deals with existing institutional arrangements for delivery of basic services and performance of role and responsibilities. Chapter 3rd is all about Programme wise Findings of various Centrally Sponsored Schemes operational in District- Purulia, West Bengal. Chapter 4th is concerned with Conclusions & Recommendations. Chapter 5th deals with Findings/ Observations for immediate follow up action while Chapter 6th provides a detailed of Success Stories/ Case Studies.

I place on record the sincere appreciation to Mr. Sithil Sasi, Joint Director (Mon.), Ministry of Rural Development, Government of India for entrusting present assignment to us. The support, encouragement and cooperation extending by District Level and Block Level officials of District-Purulia, West Bengal enabled us to conduct the study in given time frame work.

I am thankful to Dr. A.K. Singh, Director (Hon.), Bharatiya Institute of Research & Development (BIRD), Lucknow for providing guidance and direction for the field survey and analysis of the research findings as well as preparing the present report. I am thankful to the members of Expert Team for taking pains in field survey, tabulation of data and assisting in report drafting.

Lastly I am thankful to Mr. Sunil Barar for composing of the manuscript in a short duration and giving it the present shape.



Ratna Narayan Pandey

Chairperson

CHAPTER-1

Status of MoRD & MDWS Programme(s) in the District –PURULIA, WEST BENGAL

A two member's expert team of Hi-Tech Institute of Information Technology (HIIT), Lucknow visited District-Purulia, West Bengal from 14th May to 19th May 2013. The team interacted with the district level as well as Block Level & GP Level programme implementing authorities.

Table 1.1

Sample Plan of District-Purulia, West Bengal

S. No.	Name of Block Visited	Name of GP Visited	Name of Villages Visited
1	JHALDA-II	Majhidih	Buruhara
2		Nowahatu	Muru Lahar
3		Bamniya Belyadih	Durgu
4		Chitmu	Pogro
5	HURA	Keshergarh	Siju Makhana
6		Maguria Lalpur	Jobi Jobi Gora
7		Ladhurka	Ladhurka
8	NETURIA	Digha	Not Visited
9		Janardandih	Not Visited
10		Raibandh	Not Visited
Total		10	07

During the visit of above villages, the team interacted with the PRIs functionaries of Gram Panchayats and beneficiaries of all the centrally

sponsored MoRD programme in particular and the public in general and verified & recorded the relevant information in the prescribed format.

Panchayats & Rural Development Department of the Government of West Bengal is entrusted with the responsibility of constitution and framing policy related to functioning of the rural local self-government, ie, the Panchayats, providing administrative support to the three tier panchayat system as well as implementation of various rural development programmes including the major poverty alleviation programmes in the rural areas of the State. The Department also organizes community action for participatory planning and development through the elected Panchayat bodies at different levels. The State has 18 districts, which are further divided in to 341 Development Blocks. Administration of the Block Development Offices is also one of the responsibilities of the department.

The Department of Panchayats & Rural Development aims at facilitating economic and social development in the rural areas of the State and organizes community action in all development initiatives in the rural sector by utilizing Central/State Sector programmes.

Schemes being implemented through the Department

1. MGNREGA
2. PMGSY
3. IAY
4. SGSY/NRLM
5. IGNOAPs
6. TSC/NBA
7. NRDWP

The District Rural Development Agency (DRDA) Purulia was merged with the Zilla Parishad, Purulia from April, 2000. Thenceforth it has been functioning as District Rural Development Cell (DRDC) under Zilla Parishad.

The District Rural Development Cell (DRDC), Purulia Zilla Parishad is mainly entrusted with task of implementation of SGSY which aims at brining the rural BPL families of the district above the poverty line in a phased manner through formation of Self Help Groups providing them

training, credit, technology, infrastructure and marketing facilities with the assistance of external facilitators like NGOs. Self Help promoting Institutions (SHPIs) and active participation of Panchayat functionaries and Block officials. Apart from the above the Cell holds money for payment of benefit under NOAPS and NFBS. Funds for the above purpose are directly credited to the Bank Account of the Gram Panchayats and Municipalities. More over, the Cell receives money for other centrally sponsored schemes like IAY, SGRY-I & II, PMGSY directly from the Government of India. Excepting PMGSY other funds are transferred to the Zilla Parishad. At present the fund for PMGSY is kept State wise in the Bank in Kolkata

Thus it is the Zila Parishad at District Level mainly responsible for implementation & Monitoring of all the Rural Development Programmes/ Scheme.

PRIs in West Bengal

A three-tier Panchayat system was envisaged in the West Bengal Panchayat Act 1973, which came into force in June 1978 when the first general election for the Zilla Parishads (ZPs), Panchayat Samitis (PSs) and Gram Panchayats (GPs) was held. Since then the general election for the panchayats has continued to be held every five years and the last election (i.e. the seventh in the series) was held in May 2008.

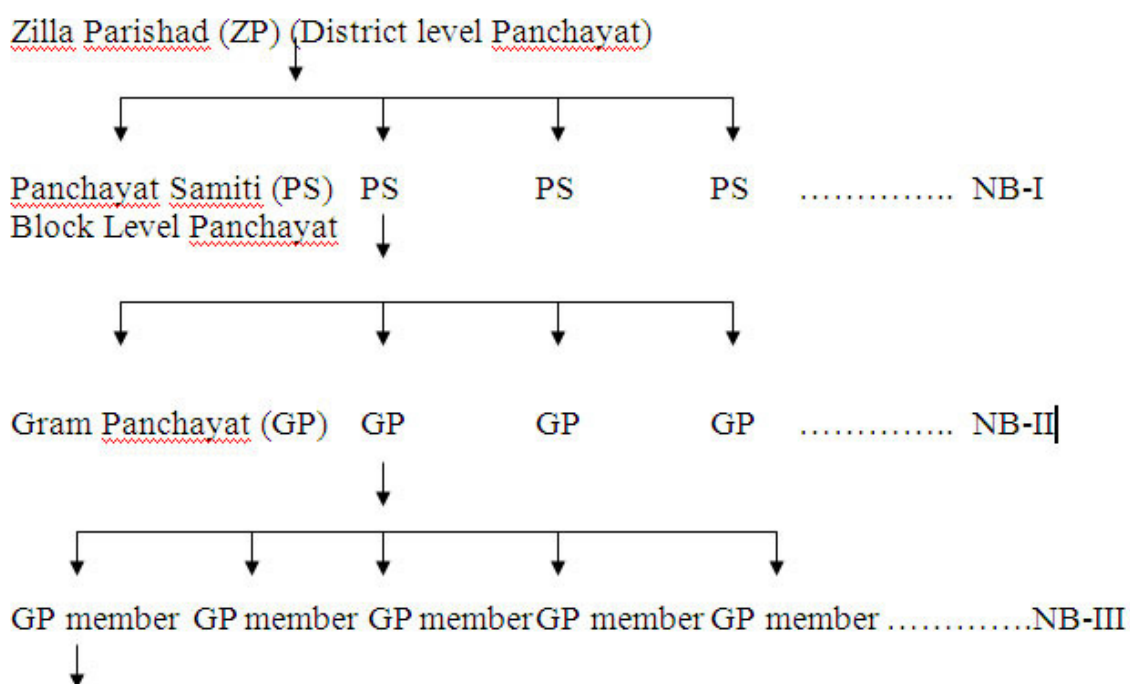
Organizational structure of the PRIs

There are 18 ZPs, one Mahakuma Parishad (MP) with all the powers and authority of the ZP, for Siliguri Sub-Division, 341 PSs and 3,354 GPs in the State. At state level the Panchayat and Rural Development Department (P&RDD) headed by a Principal Secretary exercises administrative control over the PRIs. The Directorate of P&RD, in the Department, supervises

institutional and statutory administration of PRIs. The Directorate is headed by the Commissioner. At the District level, control and co-ordination is exercised by the District Panchayats & Rural Development Officer (DPRDO), who is responsible for supporting and guiding the Panchayat Raj Institutions for their smooth functioning. He is assisted by a team of officers consisting of one Deputy DPRDO, one Panchayat Development Officer (PDO), one Panchayat Accounts and Audit Officer (PA&AO) and other assistants.

The Act envisages the functioning of the ZPs and PSs through 10 functional Standing Committees called *Sthayee Samitis*¹ having elected representatives and officials concerned as members. Each of the *Sthayee Samitis* of the ZPs/PSs is headed by a *Karmadhyaksha* (also an elected representative). No Such *Sthayee Samiti* has, however, been provided for the GPs which shall function through one or more group of members (popularly called as *Upa-Samitis*) with a convener for each, nominated from the group concerned, as envisaged in the Act.

Diagram; Rural Local Governance System (Panchayati Raj Institutions or PRIs) in West Bengal



Each GP member represents a specified geographical area and numbers of voters. This is called Gram Sansad (village parliament).

NB-I: All the Panchayat Samitis within the geographical limit of a district come under the said District Panchayat or Zilla Parishad.

NB-II: All the Gram Panchayats within the geographical limit of Panchayat Samiti come under it. Panchayat Samiti and Development Block is co-Terminus.

NB-III: A Gram Panchayat will have at least five and maximum of 30 members. Each member has a specified area and voters (constituency) that he represents which is called Gram Sansad (village parliament)

GUS: Gram Unnayan Samiti (village development committee) is a small committee constituted by Gram Sansad and chaired by the elected GP member of the same Gram Sansad. Its function is to help the GP prepare village level plan execute them through social mobilization etc.

Zilla Sansad, Block Sansad

The West Bengal Panchayat Act, 1973 was amended in the year 2003 to make provision for constitution of Zilla Sansad and Block Sansad, in line with the Gram Sansad, as forums for wider participation of elected representatives of other tiers and making the ZP and the PS accountable towards them.

Every Panchayat Samiti shall have a Block Sansad consisting of all members of Gram Panchayats pertaining to the Block and all members of that Panchayat Samiti.

Similarly every Zilla Parishad shall have a Zilla Sansad consisting of Prodhans of all Gram Panchayats, Sabhapatis, Sahakari Sabhapatis and Karmadhyakshas of all Panchayat Samitis and all members of Zilla Parishad. Such Sansad will hold a half-yearly and an annual meeting every year. All information related to functioning of the Panchayat, including details of accounts in Form 27; own source revenue earned; observations of the audit

and its compliance; comments of the District Council, if any, and its compliance; list of individual beneficiaries, number of posts lying vacant and action taken on the decisions of the previous meetings are to be discussed in the meeting. In order to ensure proper participation of the members, all such information is to be passed on to the members well ahead of the meeting. The Sansad will guide and advise the PS/ZP for all matters relating to development including preparation of annual plan and budget, implementation of development programs, schemes or projects and for undertaking such activities for economic development and ensuring social justice as are undertaken by the Panchayat body concerned. Further, the deliberations, recommendations and observations passed in the meeting of the Sansad shall be considered in the meeting of the Panchayat body within one month from the meeting of Sansad. The decision of the PS/ZP along with action taken report shall be placed in the next meeting of Sansad.

Gram Sansad and the Gram Unnayan Samiti (GUS)

Gram Sansad is the assembly of all the voters of a polling station and is the forum for direct accountability of the GP to all its voters. Meetings of the Gram Sansad are to be held in every Gram Sansad twice a year and the date & time of the meeting is to be publicized at least seven days before the meeting. The Gram Sansad will guide and advise the GP in regard to the schemes to be undertaken and identify or lay down the principles for identification of beneficiaries. A GP shall not ordinarily omit or refuse or act any recommendations of the Gram Sansad. Proper functioning of the Gram Sansad is very important for effective local governance. Necessary information as mentioned above has to be disclosed to the public by circulating printed booklets. Ideally the same should be published well before the meeting or the documents should be available in the rural library for wider dissemination. However, the same is hardly done and people are

not in a position to participate with prior information about functioning of the GP. Participation of the people in the meeting is also important, which is still quite low and on the decline.

During the year 2012-13 out of 37,067 Gram Sansads the Half Yearly meetings could be held only in 18534 (50%) Sansads of which in 12,305 (66%) cases there was no quorum in the first meeting and the meeting was held after adjournment. Attendance on an average was 142 only out of whom 15 were women.

The other issue is the ability of the people to raise their voice in such meetings and discuss the issues freely without any fear, which requires tolerance and respect for opposition views and criticism. *Actual scenario on the ground, in many of the rural areas of the state, is far from what is necessary for proper functioning of the Gram Sansad because of extreme political rivalry and law and order problem. Those factors are adversely affecting the quality of the Gram Sansad meetings, which may be judged by the number of issues raised and whether any view opposing any proposal was raised in the meeting and recorded.*

Provision was made for constitution of GUS through amendment of the Panchayat Act in the year 2003 for strengthening the process of decentralization. The GUS is like an Executive Committee of the Gram Sansad and should comprise of elected member or members to the Gram Panchayat from the Gram Sansad, the opposition candidate (s) obtaining second highest vote in the election to the GP, three representatives of NGOs / CBOs, three representatives of active SHGs with at least two members from women led SHGs, one serving or retired Government employee, one serving or retired teacher (all being voters of the area i.e. members of the Gram Sansad), and another 10 members or 1% of the total number of members of Gram Sansad, whichever is higher.

The functions of the GUS is to help and assist the Gram Sansad in the preparation of its perspective plan for five years and annual plan as a part of the same, for achieving the economic development and social justice, mobilization of revenue from the Gram Sansad area etc. In order that the entire population, irrespective of their political identity or orientation, can work together the GUS is to be constituted based on consensus between the elected and the opposition member and there should be fair representation from all the categories of people living in that area. **However, overt or covert political rivalry has dampened the spirit of bringing all the people together to work for their development. Where the GUS has been formed and functioning well they are also allowed to open bank account and receive fund from the GP for taking up petty works.**

Till 2008-09 out of 37.067 Gram Sansads GUS could be formed in 27,904 Sansads though bank accounts could be opened in only 11,624 cases, indicating poor functioning of the GUS formed. More political cooperation and respect for the opposition, which is essential in any democracy, is necessary for proper functioning of the GUS, which can be very effective in faster socio-economic development of the poor through their participation in their own development.

Functionaries of the Panchayat

Once certain task (activity) is assigned to any tier of Panchayat or the body feels that they have to take up some work they need functionaries to implement the same. It is also expected that functions devolved on the Panchayats by the State or Central Government should also arrange for functionaries to take care of the tasks. Some functionaries are also essential for maintaining core administrative functions related to existence of those bodies irrespective of whatever task is assigned from above. Ideally, those functionaries should be under control of the respective body for ensuring

their accountability. In practice, some of the employees are deputed from government to work for the Panchayats either in addition to their assignments in government or to exclusively work for the Panchayat concerned and there are also employees belonging to the Panchayat cadre who are not government employees. The former category of officials normally holds the senior positions. Those include the District Magistrate who works as the Executive Officer of the ZP, the BDO who acts as the Executive Officer of the PS and many other officers belonging to various state civil services (like executive services, financial service and engineering service etc) who work for the ZP on a fulltime basis.

All the Block level extension officers work for the PS in addition to their own departmental works and one of the Joint BDOs function as the Joint Executive Officer of the PS.

The own cadre of employees of Panchayats are of three types; belonging to state cadre who can be transferred by the Commissioner of Panchayats to any of the ZP, the District Cadre who are appointed by the District Magistrate as the Executive Officer of the ZP and all such employees may be posted in any of the PS or GP of the district as well as in some posts of the ZP. The last category belongs to Block cadre who work at GP level and is appointed by the BDO as the Executive Officer of the PS.

The Panchayat body may take resolution calling for recall of any State Government official deputed to function in any Panchayat. The administrative functions of the GP are controlled by the West Bengal Panchayat (Gram Panchayat Administration) Rules, 2004 and that for the PS is controlled by the West Bengal Panchayat (Panchayat Samiti Administration) Rules, 2008.

The elected heads of the ZP and the PS exercise their executive and financial power through Executive Officer of Zilla Parishad or Panchayat Samiti, as the case may be. The system is different for the GPs where the Prodhan is

the executive and financial head. He/she exercises such power and responsibility with the assistance of GP employees under the provisions of the Act. The Savadhipati / Sahakari Savadhipati and Karmadhyaksha of Sthayee Samiti of Zilla Parishad; and the Sabhapati / Sahakari Sabhapati of Panchayat Samiti have been made whole time functionaries of their offices to make them devote full time for management of the Panchayats and they are not allowed to hold office of profit or be employed elsewhere, unless they have taken leave for their tenure in the Panchayat. Quite a few posts have been created during the last few years to strengthen the Panchayat cadre of employees.

At the ZP level the non-elected functionaries consists of officers who work for the ZP like the Additional Executive Officer, Secretary and Deputy Secretary of the ZP who are State Government officials from the WBCS (Ex) cadre, Financial Controller & Chief Accounts Officer who is deputed from the WB Accounts Service and Executive Engineers and Assistant Engineers who are deputed from engineering services (ZP has their own District Engineer and Assistant Engineers also), Parishad Public Health Officer and own employees of the ZP.

The posts available for each PS are :- Block Informatics Officer (BIO), Data Entry Operator (DEO), Deputy Secretary, Samiti Education Officer, Upper Division Assistant, Accounts Clerk, Clerk cum Typist and the Cashier –cum-Store Keeper.

The posts created for every GP are:- Executive Assistant, Secretary, Nirman Sahayak, Sahayak and the GP Karmee. There is a post of Job Assistants, for implementation of engineering works, which is now a dying cadre after creation of the post of Nirman Sahayak. There are quite a few contractual posts created for implementation of the MGNREGS. Many of the District, Block and GP level officers of the line departments also have been given ex-officio responsibility to function as functionaries of the Panchayats and to

become members of appropriate Standing Committees. However, their integration with functioning of the Panchayats is weak.

Powers and functions

Functioning of Panchayats

As per the Constitution, Panchayats in their respective areas would prepare plans for economic development and social justice and also execute them. To facilitate this, states are supposed to devolve functions to Panchayats (29 subjects as mandated) and also make funds available for doing these (as per State Finance Commission's recommendations). The functions of Panchayats are divided among different Committees (as ministries are formed in state and union governments), which are called Standing Committees/ Sthayee Samitis /Upa Samitis etc. One of the members remains in charge of each of such committees while the over-all charge rests with the chairperson of the Panchayat. Panchayats are supported by a host of other officials, the number of which varies from state to state.

Apart from grants received from the government under the recommendation of the Finance Commission, Panchayats receive schematic funds for implementation of schemes (MGNREGS, BRGF, IAY etc.). They can also raise revenue by imposing taxes, fees, penalties etc. as per rule of the state.

The Act vests a PRI with the following powers and functions:

- Preparation of development plan/annual action plan,
- Implementation of schemes for economic development and social justice as may be drawn up by or entrusted to it in pursuance of 11th Schedule of the Constitution,
- Management or maintenance of any work of public utility and
- Collection of revenue for utilization of such funds for developmental work.

Delivery of Core Civic Services & Socio Economic Development by the Panchayat

The Panchayats, particularly the GPs provide several important civic services and all the Panchayats are associated with various programmes for socio-economic development as well as development of rural infrastructures. Responsibility of the GP, which is the closest to the people, is the most crucial in this respect. The GP has some regulatory duties like to Assess, Impose & Collect tax; issue Birth & Death certificates, issue Trade License, undertake preventive measures for control of diseases; establish and maintain crematorium and cremation grounds; maintain street lighting etc. under the W.B. Panchayat Act (section 21) and controlling building operation as per section 23 of the said Act. The Act also provides for several obligatory duties of the GP as unit of self government for achieving the goal of economic and social development and improving the quality of life. Those include water supply & disinfecting the sources; maintenance of environmental sanitation including solid & liquid waste management and various measures for socio-economic development. Similarly, powers and duties of the PS and the ZP have also been provided under the W.B. Panchayat Act. Many of those duties merely enable those bodies to take up those activities and the Panchayats can deliver only if adequate resources are passed on to them, which is mostly done by entrusting implementation of State or Central Government programmes to those bodies. In some cases the Panchayats merely play a facilitating role and in identifying beneficiaries without being responsible to deliver the related services. However, the people have much expectation from the Panchayats in such cases also.

E-Governance in Panchayats in Purulia, West Bengal:

The Panchayats need to augment its capacity to deliver, maintain accountability in all decision making as well as to make its functioning more transparent. All the processes are taken care of through e-Governance by adopting appropriate ICT based measures, which requires building capacities and changing mindset of the employees tremendously.

One major achievement in this regard in West Bengal is computerization of accounts of all the three tiers of Panchayats. The software developed for the GP is known as the **Gram Panchayat Management System (GPMS)** and the same takes care of delivery of some of the services like issuing Birth & Death certificates, Trade licenses, management of Property Tax etc. apart from maintaining accounts. GPMS is very effective in performing all those tasks and only that for management of property tax is not being widely utilized by the GPs. The most important application is related to management of accounts, producing report in prescribed format and it also provides easy uploading of the abstract of the accounts in the website of the PRDD for sharing the information with all concerned, which helps supervision of accounts. Initially accounts are to be maintained in both manual mode as well as in computerized form and on stabilization of the computerized accounting process the DM may allow the Panchayat to dispense with any manual cashbook, in which case print out of the cashbook is taken and preserved. At the end of March 2011, accounts of 2,936 out of total 3,351 GPs were computerized. Out of those 1,642 GPs uploaded their March 2011 accounts for viewing by others. The uploaded information is visible in the website. 489 GPs have been allowed to dispense with the manual cashbooks as at the end of March 2011.

The software for maintaining accounts of the PS and the ZP, which are guided by the same Rule, is known as the **IFMS (Integrated Fund Management System)** and is also known as **SARAL** for its simplicity. As

on 31.3.11, IFMS has been installed in 332 out of 333 PSs and the same is running satisfactorily in 300 PSs. However, only 269 PSs could upload the financial details of the month of March 2011 in Form 27 on times. The other important application is related to e-procurement and at present the ZPs are utilizing the software in procuring goods and services (engagement of contractors for various construction works). However, as at the end of March 2011 only three ZPs are procuring exclusively through e-mode which has improved efficiency of procurement in terms of settlement of the rates for execution of any work as well as time and cost of procurement.

Another software, known as **SEBA**, has been developed by the PRDD for management of the **NSAP**. Apart from that geo-referenced GIS map has been developed for all the GPs of the state. Till 31.3.2011 out of 3351 GPs of the state maps for 3034 GPs have been prepared. All those are sent to the GP concerned for validation by the local people. Till 31.3.2011, 732 GP maps have been revalidated and those have been uploaded in the website of the PRDD for use by the GP or anyone else (the maps may be seen by clicking in the map appearing in the opening page of the website of the PRDD wbprd.nic.in). The Core Network of roads under the PMGSY has also been prepared on GIS and uploaded in the website where block-wise road network can be seen (www.trendswestbengal.org/pmgysy).

The other important development on e-Governance is the establishment of **Common Service Centers (CSC)** as per the National E-Governance Plan in the rural areas of the state. In West Bengal, CSCs were to be established in 6,797 locations to provide access to all the villages in partnership with private agencies. Those are basically Kiosks with internet connectivity for providing e-enabled services. What is unique in the state is locating such Kiosk in every GP and PS so that apart from providing various enabled services of Government and other service providers the CSC will be in a position to provide some of the services of the GP to the citizen and the

GP/PS will be able to outsource services of the CSC for any IT related work. As on 31.8.2011, total 5,822 CSCs have been established in the state out of which 1,481 CSCs have been established at GP premises and another 179 CSCs have been established in the premises of the PS.

The programmes -The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Swarnjayanti Gram Swarajgar Yojana (SGSY) / National Rural Livelihood Mission (NRLM) and Indira Awas Yojana (IAY) are being implemented by District Magistrate/ District Panchayat & Rural Development Officer, Department of Panchayats & Rural Development (DPRD) through its Block Development Officers (BDOs) at Block Level. The District Magistrate is the District Programme Coordinator (DPC) MGNREGA at District level coordinates with all the Block Development Officers (BDOs)/ Programme Officers (POs) with the help of District Nodal Officer (DNO)-MGNREGA.

Gram Panchayat (GP) is the basic and prime unit of implementation of MGNAREGA, SGSY/NRLM and IAY. Gram Panchayat (GP) is the Executing Agency of Gram Sabha.

In case of **MGNREGA** Panchayati Raj Institutions (PRIs) have principal role in planning & implementation both. Section 13 of the Act provides that the Panchayats of all the three tiers will be the principal authorities for planning and implementation of the Scheme made under the Act and the GPs have been given specific responsibility under section 16 of the Act for identification of projects to be implemented within its area under the Scheme in consultation with the Gram Sansad (Gram Sabha), prepare a development plan and maintain a shelf of works to be taken up under the Scheme as and when demand arises. The section also provides that the Programme Officer

shall allot at least 50% of works to be implemented in the GP area, in terms of the cost involved, to be implemented by the GP.

In District-Purulia, West Bengal, We found that Development Plan & Shelf of work is prepared by Gram Sabha and in some cases it is approved by Gram Sabha without quorum of meeting & the meeting is not adequately represented by all section of society and in other cases it is approved by Pradhan and Sansad Members. The labour budget is prepared by APO/PO-MGNAREGA and is also presented for approval of Gram Sabha along with Annual Plan and is approved by Gram Sabha without quorum of meeting & the meeting is not adequately represented by all section of society.

In case of **SGSY/NRLM** the selection of beneficiaries should be done in an open meeting of Gram Sabha in accordance with the Guideline of SGSY and the list of beneficiaries should be approved by Gram Sabha. A common infrastructure for key activities under SGSY should be provided by Gram Panchayat (GP). At the district level the programme is implemented by the District Rural Development Centre, which is a unit of the Zilla Parishad. The PS and the GP are also associated with the programme in mobilizing the poor, particularly the women; building their capacities and coordinating various activities. *The task of formation of SHGs, their grading, Trainings and Financial Inclusion is entrusted with Project Director/ Dy. Project Director DRDC at District level, Mukhiya Sevika at Block level and Gram Sevika at GP level.* Legal provision has been made for their representation in the Gram Unnayan Samitis. Also, all the SHGs within a GP are being organized further in Clusters and all the Clusters are being federated in bigger bodies known as Federations in each Block. Orders have been issued for representation of the Clusters and the Federations in the Upa Samitis and Standing Committees related to women development of the GP and the PS respectively, as invited members, so that they can express their problems

and press for taking actions to promote their interests and whatever decision is taken can be communicated to their members for wider knowledge and participation.

In case of **IAY** the selection of beneficiaries should be done from the permanent IAY waitlist prepared out of the BPL list and approved by Gram Sabha. Gram Panchayat (GP) is the key agency in monitoring IAY houses construction in the village. In case of landless beneficiaries Gram Sabha/ Gram Panchayat (GP) will have to provide the home sites for construction of IAY house. Awareness Generation is the prime role of Gram Panchayat (GP) in order to have transparency in selection process of beneficiaries for the purpose the IAY waitlist should be displayed / written on the wall of panchayat bhawan or on a prominent place by Gram Panchayat (GP). *In District- Purulia, West Bengal, We found that selection of beneficiaries is done on the basis of permanent IAY waitlist and on the basis of recommendation of Gram Sabha/ Gram Sansad. We have not found a single case of permanent IAY waitlist displayed / written on the wall of panchayat bhawan or on a prominent place by Gram Panchayat (GP).*

National Social Assistance Programmes (NSAP) namely IGNOAPS, IGNWPS, IGNDPS and National Family benefit Scheme (NFBS) is being implemented by District Panchayats & Rural development Officer, Panchayats & Rural Development Department, *Purulia, West Bengal, who is the nodal agency at District Level and through Block Development Officer (BDO) assisted by a Supervisor at Block Level. At GP Level it is ward members along with Panchayat Secretary that are responsible for selection of eligible beneficiaries and verification of existing pensioners. The selection of beneficiaries according to the guideline and eligibility criteria should be done in an open meeting of Gram Sabha, however eligible candidate could submit the application for pension in their respective categories to the*

*Panchayat Secretary at Gram Panchayat or to the concerned BDOs at block level but in District-Purulia, West Bengal **Quota System is in operation, the quota for each Block and Each GP is fixed by State Government, thus this system is a hindrance in achieving Universal Coverage under NSAP. Annual Verification of Pensioners for FY: 2012-13 has been conducted in Purulia..***

National Rural Drinking Water Programme (NRDWP) Supplying drinking water is an important activity of the Panchayats and Panchayats have been entrusted with installation and maintenance of the spot sources of water through tube wells. Panchayats also play a very important role in surveillance of water quality by collecting water samples and sending the same to the laboratories established for testing water. Steps are also to be taken by the GPs for disinfecting the source or taking other appropriate actions in case the water appears to be unsafe for human consumption. In *Purulia, West Bengal*, is implemented by Executive Engineer, Water Supply & Sanitation Division of PHED at Division Level assisted by SDOs at Sub Division Levels and JEs at GP & Block Levels. *In District- Purulia, West Bengal,, We found that in all the villages most of the residents have access to sufficient & safe drinking water of good quality. All most no village has water treatment facility & sustainability structure for safe water sources.*

Nirmal Bharat Abhiyan (NBA)

The Panchayats play a very important role in delivery of public health services and improvement of various health determinants like availability of safe water and proper sanitation facilities. To build capacity of the Panchayats in this regard the PRDD runs a programme called the Community Health Care Management Initiative (CHCMI). The Panchayats are also involved in organizing Village Health & Sanitation Committees (VHSC) for interventions in improving public health within Gram Sansad area and facilitating Village Health & Nutrition Day (VHND) for reaching

nutrition and Sub- Centre related services to the rural people under the NRHM. The Panchayats are actively associated in this process and their ability to mobilize the people and providing related support is an important determinant in ensuring making the area free from open defecation, accomplishment of which is rewarded by the Nirmal Gram Puraskar by the Government of India. One important task of the GP in this regard is to provide conservancy services and hygienic management of solid and liquid waste, particularly in areas with high population density and which have acquired urban features. In *Purulia, West Bengal* is implemented by Executive Engineer, Water Supply & Sanitation Division of PHED at Division Level assisted by SDOs at Sub Division Levels and JEs at GP & Block Levels. *In Purulia, West Bengal, PRIs played very vital role in Planning, implementation and monitoring of Total Sanitation Campaign (TSC).*

Financial and Physical Progress For the FY:2012-13 of MoRD Programmes in District- *Purulia, West Bengal*, as obtained from DM, *Purulia, West Bengal*, and other programme implementing agencies is being annexed along with this report.

On Verification of Records and interaction with District Level Officials, we found that meeting of District Vigilance and Monitoring Committee is held regularly and issues related to vigilance & monitoring of centrally sponsored schemes is seriously taken up.

CHAPTER 2

Performance, Planning & Implementation of the MoRD Programmes in the District –Purulia, West Bengal

FINANCIAL PROGRESS:

The Financial Progress Report (FY: 2012-13) as compiled in Format “A” and duly certified by the District Magistrate, Purulia, West Bengal is being annexed along with this of Report.

Briefly summarized outcomes are as follows:

MGNREGA: The opening balance of this account as on 01.04.2012 was Rs. 948.32 Lakhs. The Central Government has released Rs. 15868.00 Lakhs in FY: 2012-13, the state release in the FY: 2012-13 was Rs. 800.00 Lakhs, the other receipts in this account in the FY: 2012-13 stood at Rs. 152.93 Lakhs. Thus the total funds available in this account in FY: 2012-13 is Rs. 17769.24 Lakhs out of which Expenditure Incurred in this account up to 31.03.2013 was Rs. 16945.65 Lakhs which is about 95.37 % of the total available fund.

SGSY/NRLM: The opening balance of this account as on 01.04.2012 was Zero, the Central Release in this account in the FY: 2012-13 was Rs. 785.90 Lakhs, the State Release in the same period is Rs. 261.96 Lakhs, the other receipts in this account in the FY: 2012-13 stood at Rs. 62.85 Lakhs. Thus total funds available in this account in the FY: 2012-13 is Rs. 1110.71 Lakhs. The amount of Expenditure Incurred in this account up to 31.03.2013 was Rs. 1094.76 Lakhs which is 98.56 % of the total available fund in the FY: 2012-13.

IAY: The opening balance of this account as on 01.04.2012 was Rs. 1132.37Lakhs, the Central Release in the FY: 2012-13 was Rs. 939.84 Lakhs; the State Release in the same period was Rs. 423.74 Lakhs and the

other receipts in this account in FY: 2012-13 stood at Rs. 125.27 Lakhs. Thus the total funds available in this account in FY: 2012-13 was Rs. 2621.24 Lakhs. The Expenditure incurred in the FY: 2012-13 up to 31.03.2013 is Rs. 2123.32 Lakhs which is 81.00 % of the total available fund.

NSAP: The opening balance of this account as on 01.04.2012 was 449.92440 Lakhs, the Central Release in this account in FY: 2012-13 was Rs. 2061.28083 Lakhs; the State Release in the same period was Rs. 637.92694 Lakhs and the other receipts in this account in FY: 2012-13 stood at Zero. Thus total funds available in the FY: 2012-13 is Rs 3149.13217 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 2564.66648 Lakhs which is 81.44 % of the total funds available in the FY: 2012-13.

PMGSY: The opening balance of this account as on 01.04.2012 was 119.25 Lakhs, the Central Release in this account in FY: 2012-13 is Rs. 1092.15 Lakhs; the State Release in the same period is also Zero. Thus total funds available in the FY: 2012-13 is Rs 1211.40 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 1037.38 Lakhs which is only 85.64 % of the total fund available in the FY: 2012-13.

DPAP: The opening balance of this account as on 01.04.2012 was Rs. 232.52 Lakhs, the Central Release in this account in FY: 2012-13 is Zero; the State Release in the same period is also Zero. Thus total funds available in the FY: 2012-13 in this account is Rs 232.52 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 60.70 Lakhs which is only 26.11 % of the total fund available in the FY: 2012-13.

IWMP: The opening balance of this account as on 01.04.2012 was Rs. Zero, the Central Release in this account in FY: 2012-13 is Rs. 425.45 Lakhs; the State Release in the same period is Rs. 45.83 Lakhs and the other

receipts in this account in FY: 2012-13 stood at Rs. 6.11 Lakhs. Thus total funds available in the FY: 2012-13 in this account is Rs 477.39 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 24.80 Lakhs which is only 5.20 % of the total fund available in the FY: 2012-13.

NRDWP: The opening balance of this account as on 01.04.2012 was Rs. 716.47 Lakhs, The Central Release in this account in the FY: 2012-13 is Rs. 5307.81 Lakhs and the State Release for the same period is Rs. 634.35 Lakhs and the other receipts in this account in FY: 2012-13 stood at Rs. 27.36 Lakhs. Thus the total available fund in the FY: 2012-13 was Rs. 6685.99 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 4814.50 Lakhs which is only 72.01 % of the total fund available in the FY: 2012-13.

TSC/NBA: The opening balance of this account as on 01.04.2012 was Rs. 7686.29 Lakhs, The Central Release in this account in the FY: 2012-13 is Rs. 1921.32 Lakhs and the State Release for the same period is Rs. 367.31 Lakhs and the other receipts in this account in FY: 2012-13 stood at Zero. Thus the total available fund in the FY: 2012-13 was Rs. 2974.92 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 1596.5576 Lakhs which is only 53.67 % of the total fund available in the FY: 2012-13.

PHYSICAL PROGRESS:

The Physical Progress Report (FY: 2012-13) as compiled in Format “A” and duly certified by the District Magistrate Purulia, West Bengal is being annexed along with this Report.

Briefly summarized outcomes are as follows:

MGNREGA:

In the FY: 2012-13 the target for employment generation was fixed at 99.40 Lakhs Person days out of which 90.52 Lakhs Person days employment was generated by 31.03.2013, which 91.07% is of the target. Target for work sanctioned in FY: 2012-13 was fixed at 42532 units , However 15951 units' works were sanctioned by 31.03.2013 which is only 37.50% of the target. No target for works carried forward from previous years was fixed, however 3744 units' works was carried forward from previous year. No target for works to be completed in FY: 2012-13 was set, however works of 8743 units were completed by 31.03.2013.

SGSY/NRLM:

In the FY: 2012-13, the target for SHGs formation was fixed at 432 but 434 SHGs were formed till 31.03.2013 which is more than the target. It was also targeted that DRDC will assist 55946 members of SHGs but only 50061 members of SHGs were assisted by 31.03.2013 which is 89.48% of the target.

IAY:

The target for new dwelling of IAY houses in the FY: 2012-13 was fixed at 4876 units and 4112 units were sanctioned up to 31.03.2013 which is 84.33% of the target.

PMGSY:

Target of PMGSY Roads to be completed in the FY: 2012-13 was fixed at 17 nos. but by 31.03.2013, 11 Nos. of roads were completed, which is 64.71% of the target. It was targeted that at the end of FY: 2012-13, 109.360 Kms PMGSY roads will be constructed but at the end of FY: 2012-13 only 63.860 Kms of PMGSY road was completed which is 58.39% of the target.

NSAP:

No target for IGNOAPs beneficiaries was fixed in the FY: 2012-13 however 72372 IGNOAPs beneficiaries were benefitted by the scheme up to 31.03.2013. No target was fixed for National Family benefit Scheme (NFBS) in the FY: 2012-13, however 1690 families were assisted by DPRD in the FY: 2012-13.

DPAP:

In the Financial Year 2012-13 no targeted of area to be covered under DPAP was fixed, however 800.90 Hect areas were covered under DPAP up to 31.03.2013.

IWMP:

It is under preparatory phase.

NRDWP:

It was targeted that at end of FY: 2012-13, 353 habitations will be covered under NRDWP; however in the same period only 231 habitations were covered which is 65.44% of the target. It was also targeted that in the FY: 2012-13, 148 schools will be covered under NRDWP but only 110 schools were covered in the said period which is 74.32% of the target.

NBA:

The target for providing IHHLs was fixed in FY: 2012-13 at 517101 units but at the end of FY: 2012-13 only 35889 units of IHHLs were provided, which is only 6.94% of the target. The target for providing school toilets under TSC/NBA in the Financial Year 2012-13 was fixed at 7542 units, however 978 Nos. of School toilets were provided up to 31.03.2013 which is 12.97% of the target.

PLANNING & IMLEMENTATION:

MGNREGA: Under MGNREGA the Decentralized Planning should be fully implemented i.e. the Annual Work Plan and Labour Budget should be prepared and approved by Gram Sabha at gross root level. The Annual Work Plan should be prepared in an open meeting of Gram Sabha being held on 2nd Oct every year and after approval by Gram Sabha it should be send to the Programme Officer (PO) of concerned Block. *But in District-Purulia, West Bengal Annual work plan and labour budget is prepared by Block Level officials and is presented for approval of Gram Sabha, we have verified the proceeding Registers of Gram Sabha and interacted the villagers, that shows that in most of the cases Annual work plan and labour budget is approved by Gram Sabha without completing the Quorum of Meeting.*

Panchayati Raj Institutions (PRIs) play pivotal role in Planning & Implementation of MGNREGS at their respective levels.

Gram Sabha (GS): The Gram Sabha Should performs the following rights and responsibilities:

- i) It recommends works to be taken up under NREGS
- ii) It conducts social audits on implementation of the Scheme
- iii) The Gram Sabha is used extensively as a forum for sharing information about the Scheme

After verification of Records of Gram Sabhas & Gram Panchayats and interaction with villagers we came to conclusion that the institution Gram Sabha failed to perform its rights and responsibilities, the institution works like the puppet of Sabhapati of Gram Panchayat.

Gram Panchayat (GP): The Gram Panchayat is the pivotal body for implementation at the village level.

The Gram Panchayat should perform the following activities:

- i) Planning of works
- ii) Receiving applications for registration
- iii) Verifying registration applications
- iv) Registering households
- v) Issuing Job Cards
- vi) Receiving applications for employment
- vii) Issuing dated receipts,
- viii) Allotting employment within fifteen days of application
- ix) Executing works
- x) Maintaining records
- xi) Convening the Gram Sabha for social audit
- x) Monitoring the implementation of the Scheme at the village level.

*After verification of Records of Gram Sabhas & Gram Panchayats and interaction with villagers & PRI officials we came to conclusion that the institution Gram Panchayat failed to perform its duties and responsibilities, The record maintenance is very poor, PRIs officials are not aware about the type of records to be maintained under MGNREGA, all the records of MGNREGA is not maintained by Gram Rojgar Sewak rather it is maintained by concerned Panchayat Secretary and Rural Development Assistant (RDA). The Gram Panchayat works on the instructions of Block Level Officials or District Level officials it has no leg of its own. **Gram Sabha is not convened for social audit rather it is done by a village level Team.***

The Social Audit Team comprises

1. One staff of Gram Panchayat (not G.P. Staff).
2. One elected member of the opposition party, or if elected member of opposition party is not available, a leader of the opposition party.
3. Three member of Gram Unnayan Samity, with i) one of them is receiving second highest votes in any Sansad ii) Two persons but neither President nor Secretary of Gram Unnayan Samity.
4. Three members of women SHG (preferable those who are working in that area for more than six month).
5. One member of local registered NGO.
6. Two working on retired teachers of that area.
7. Two working or retired Govt. staff of that area.

Programme Officer (PO): The Programme Officer essentially acts as a coordinator for NREGS at the Block level. Programme Officer ensures that anyone who applies for work gets employment within 15 days.

Programme Officer's other important functions are:

- i) Scrutinizing the annual development plan proposed by the GPs
- ii) Including the proposals of the Intermediate Panchayat
- iii) Consolidating all proposals into the block plan and submitting it to the Intermediate Panchayat
- iv) Matching employment opportunities with the demand for work at the Block level;
- v) Monitoring and supervising implementation
- vi) Disposal of complaints

- vii) Ensuring that social audits are conducted by the Gram Sabhas and following up on them
- viii) Payment of unemployment allowance in case employment is not provided on time.

The Programme Officer is accountable to the Additional District Collector/ District Programme Coordinator.

After interaction with villagers & PRI officials at GP Levels and Block Levels, we came to conclusion that the Programme Officer works under the instructions of Additional District Collector/ District Programme Coordinator & Gram Rojgar Sewaks are not aware about the process and procedures of MGNREGA. They are running MGNREGA as a supply based programme rather than a demand driven programme as envisaged in Act.

District Panchayats: District Panchayats is responsible for finalizing the District Plans and the Labour Budget and for monitoring and supervising the Employment Guarantee Scheme in the District.

Empowerment of Panchayati Raj Institutions (PRIs) by MGNREGA:

Section 13 of NREGA makes the Panchayats at district, intermediate and village levels the principal authorities for planning. The process of planning as laid down under the Act gives under Section 16 of the Act, the power to make recommendations on the works to be taken up under NREGA to the Gram Sabha and the power to prepare a development plan comprising a shelf of projects on the basis of these recommendations of the Gram Sabha to the Gram Panchayat. The Gram Panchayat has to forward the development plan with its priorities to the Programme Officer for preliminary scrutiny and approval prior to the commencement of the year in which it is proposed to be executed. The Programme Officer has to consolidate the Gram Panchayat proposals and the proposals of the Intermediate Panchayat into a block plan

and after the approval of the Intermediate Panchayat, forward it to the District Programme Coordinator. The DPC will consolidate the Block Plans and proposals from other implementing agencies and the District Panchayat will approve the block wise shelf of projects.

The **Development Plan** is an **Annual Work Plan** that comprises a shelf of projects for each village with administrative and technical approvals so that works can be started as soon as there is a demand for work. The Development Plans like a rolling plan, since the approved shelf of projects may carry over from one financial year to the next. The Development Plan would include the following components:

- i) Assessment of labour demand
- ii) Identification of works to meet the estimated labour demand
- iii) Estimated Cost of works and wages
- iv) Benefits expected in terms of employment generated and physical improvements (water conservation, land productivity),

LABOUR BUDGET: Chapter IV, Para 14, sub section (6) of the NREG Act says that *the District Programme Coordinator shall prepare in the month of December every year a labour budget for the next financial year containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of labourers in the works covered under the Scheme.*

The Ministry of Rural Development estimates the requirement of funds on the basis of projections made in the Labour Budget. Central funds are sanctioned after examining these Labour Budgets and taking into account utilization of funds previously released. Based on the assessment of labour demand, identification of works to meet this demand and estimated cost of works and wages, in the Gram Panchayat Development Plans (Operational

Guidelines Chapter 4), the district formulates and approves the Labour Budget. The Labour Budget is based on a realistic estimate for the number and kind of works to be taken up, as derived from the annual shelf of projects in the Development Plan.

Labour Budgets is submitted to the Government of India latest by January 31 each year for the next financial year. State Secretary ensures timely submission of Labour Budgets for all NREGA districts in their States to avoid delay in fund release. For the purpose the district follows time bound coordination at each level in the planning process from Gram Panchayat to District Panchayat, as mentioned in Chapter 4, Para 4.4.

- ❖ Gram Sabhas should held on October 2 of each year for identification and recommendations of work.
- ❖ Gram Panchayats forward the development plan with its priorities to the Programme Officer by October 15 of each year.
- ❖ The Programme Officer ensures that the Gram Panchayat approves and consolidates all Gram Sabha recommendations into the village shelf of projects. The process of scrutiny, re-reference to Gram Panchayat, if necessary, and consolidation and submission to Intermediate Panchayat is completed by the PO by November 15.
- ❖ The Intermediate Panchayat approves the Block Plan within fifteen days of the submission by PO and PO submits the Block Plan to the District Programme Coordinator (DPC) by November 30.
- ❖ The DPC submits the Block wise shelf of projects and Labour Budget based on it to the District Panchayat by December 15.
- ❖ The District Panchayat approves the Block wise shelf of projects and the Labour Budget by December 31.

- ❖ The District Programme Coordinator forwards the Labour Budget to the State Government which forwards it with its recommendation to the Ministry of Rural Development by January 31.

The shelf of projects for a village is recommended by the *gram sabha* and is approved by the *zilla panchayat*.

SGSY/NRLM: In District-Purulia, West Bengal we found that Gram Panchayat (GP) is not playing any kind of role active/passive in implementation of SGSY. The task of formation of SHGs, their grading, Trainings and Financial Inclusion is entrusted with Project Director/ Dy. Project Director DRDC at District level, Mukhiya Sevika at Block level and Gram Sevika at GP level.

PRIs have no role in SHGs formation. From social mobilization, formation of SHGs, opening of Bank Accounts, saving deposits, Grading and loan from bank to their involvement in economic activities the entire process is executed and facilitated in supervision and control of Project Director/ Dy. Project Director DRDC and a supervisor at Block Level.

IAY: The selection of beneficiaries in IAY is done by Gram Sabha based on IAY Wait List 2002 in an open meeting. The dedicated account of individual beneficiaries is opened in a Nationalized Bank and the sanctioned amount for construction of IAY houses is directly transferred to these accounts. An amount recorded passbook is given to every selected and sanctioned beneficiary in a Special Camp organized by concerned BDO at Block Level. The house is constructed by the family members of the beneficiaries. There is no instance of engaging contractor for construction of IAY houses. Sanitary Latrines and smokeless Chullas are required to construct along with IAY houses but we found that **35% IAY houses are with Sanitary Latrine and 100% IAY houses are without Smokeless Chulla**. In most of the cases the quality of construction of IAY houses is poor.

NSAP: NSAP being implemented by District Panchayats & Rural Development Officer, Purulia at District Level and through Block Development Officer (BDO) at Block Level. At GP Level it is ward members of Ward Sansad along with Panchayat Secretary that are responsible for selection of eligible beneficiaries and verification of existing pensioners. *The selection of beneficiaries according to the guideline and eligibility criteria should be done in an open meeting of Gram Sabha, however eligible candidate could submit the application for pension in their respective categories to the Panchayat Secretary at Gram Panchayat or to the concerned Block Development Officer at block level.*

PMGSY: In Purulia PMGSY is implemented by PRDD by engaging private as well as government contractors. During our visit, we found that the quality of most of the Roads is poor and no PMGSY road is being completed with the stipulated time.

IWMP: It is under preparatory phase.

NRDWP: NRDWP in Purulia is implemented by Executive Engineer, Water Supply & Sanitation Division of PHED at Division Level assisted by SDOs at Sub Division Levels and JEs at GP & Block Levels. The cost of O&M of water supply scheme in most of the cases is borne by Gram Panchayats.

NBA: TSC in Purulia is implemented by Executive Engineer, Water Supply & Sanitation Division of PHED at Division Level assisted by SDOs at Sub Division Levels and JEs at GP & Block Levels.

CHAPTER 3

Programme wise Findings

A two member's expert team of Hi-Tech Institute of Information Technology (HIIT), Lucknow visited District-Purulia, West Bengal from 20th May to 25th May 2013. The team interacted with the district level as well as Block Level programme implementing authorities.

The team also heard the grievances of beneficiaries in particular and the villagers in general and recorded their statements.

During the visit, the team did on spot verification of relevant Documents of all the MoRD programmes that were implemented or is being implemented in the above revenue villages.

On the basis of observations, interaction with district level as well as Block Level programme implementing authorities, PRIs functionaries of Gram Panchayats , beneficiaries and public, information recorded , verification and inquiry of various legal documents and on spot verification of implementation of MoRD programmes in the district-Purulia, West Bengal our *programme wise findings are as follows*:

MGNREGS: For MGNREGS in District-Purulia, our findings are as follows-

Awareness on MGNREGA:

The MGNREGA guidelines provide for a greater emphasis on awareness generation through Information, Education and Communication (IEC) exercises to publicize the key provisions of MGNREGA and its various processes like registration, demanding employment, unemployment allowance, grievance redressal and social audit. The IEC activities should target potential wage seekers, rural households, PRIs, and pay special

attention to the deprived and marginal communities. Improved awareness levels by this empower the people in articulating their demands and claim their entitlements.

Table 3.1

Assessment on Awareness Level on MGNREGA

(% of Villages)

S. No.	No. of Village Visited	Awareness Level on MGNREGA		
		To a large extent	Only to some Extent	No, Not at all
1	7	42.86	57.14	0.00

Table 3.1 shows that all people are not aware for articulating their demand and seeking job under the act, only in 42.68% villages, people are aware up to a large extent and in 57.14% villages, people are aware up to only some extent for articulating their demand and seeking job under the act in all the villages.

Table 3.2

Use & Effectiveness of Awareness Generation in MGNREGA

(% of Villages)

No. of Village Visited	Awareness Generation on MGNREGA											
	Adequacy of awareness generation efforts made in the village				Efficacy of communication tools used for awareness generation				Reach of the message to the marginalized/ weaker sections			
10	Excellent	Good	Poor	Very poor	Excellent	Good	Poor	Very poor	Excellent	Good	Poor	Very poor
		0.00	42.86	57.14	0.0	0.00	42.86	57.14	0.0	0.00	42.86	57.14

During our visit to 7 Villages of 03 blocks of District-Purulia, we have not seen a single hoarding at block level office or at GP level office

regarding awareness generation about MGNREGA. Similarly we have not seen a single wall painting or slogan about MGNREGA in any of the 10 villages visited. It was told by the block level officials that they are using leaflets for awareness generation activities, whose efficacy as well as reach is very poor as most of the target group is illiterate, moreover officials failed to show a single leaflet.

- It is evident from the table 3.2 that adequacy of awareness generation efforts made in the 42.86% villages is good and in 57.14% villages it is poor.
- Similarly it can also be seen from table 3.2 that efficacy of communication tools used for awareness generation in 42.86% villages is good and in 57.14% villages it is poor.
- It is also evident from table 3.2 that reach of the message to marginalized/ weaker sections of the society in 42.86% villages is good and in 57.14% villages it is poor.

Table 3.3

Awareness Level on Key Provisions under MGNREGA amongst the Villagers & workers

(% of Villages)

No. of Village Visited	Awareness Level on Key Provisions under MGNREGA											
	Demanding work for 100 Days when in need				Provisions of Entitlement for unemployment allowance				Provision of dated acknowledgement Receipt on demand of work			
7	All of them	Only some of them	Very few of them	None of them	All of them	Only some of them	Very few of them	None of them	All of them	Only some of them	Very few of them	None of them
	85.71	14.29	0.00	0.00	0.00	0.00	14.29	85.71	0.00	0.00	14.29	85.71

On the basis of interactions with villagers and workers of 7 villages of District-Purulia, the data was recorded and is tabulated as in table 3.3, which clearly shows:-

- That in 85.71% villages, all the sections are aware that they can demand work of 100 days when they are in need, in 14.29% villages only some of the villagers & workers are aware that they can demand work of 100 days when they are in need.
- That in 14.29% of the visited villages, very few of the villagers / workers are aware about the provision of Entitlement of Unemployment Allowances if they are not been provided work with in 15 days of demand.
- That in 85.71% of the visited villages, none of the villagers / workers are aware about the provision of Entitlement of Unemployment Allowances if they are not been provided work with in 15 days of demand.
- That in 14.29% of the visited villages, very few of the villagers / workers are aware about the provision of dated acknowledgement Receipt on the demand of work.
- That in 85.71% of the visited villages, none of the villagers / workers are aware about the provision of dated acknowledgement Receipt on the demand of work.

Thus it is evident from the above analysis that level of awareness regarding demanding work for 100 days when in need in all of the visited villages, provisions of entitlement of unemployment allowances if work is not provided within 15 days of demand in all the visited villages and provision of dated acknowledgement receipts on demand of work in all the visited villages is very poor.

Table 3.4
Awareness Level of PRIs members on the concept of Social Audit & Provisions

(% of Villages)

No. of Village Visited	Awareness Level of PRIs on Social Audit		
	Fully Aware	Only somewhat aware	Not at all aware
7	0.00	14.29	85.71

In order to ensure public accountability in the implementation of projects, laws and policies, social audit have been given a central role under the act.

- *It is evident from table 3.4 that in 14.29% of the visited villages, PRIs members are only somewhat aware about the concept of Social Audit and it provisions.*
- *It is evident from table 3.4 that in 85.71% of the visited villages, PRIs members are not at all aware about the concept of Social Audit and it provisions **which is red signal for accountability & transparency in MGNREGA.***

MGNREGA Processes:

Any household willing to seek work under MGNREGA has to get itself registered and have a job card issued by GP. The application for registration, written or oral is to be submitted to the GP. After verification of the applications, the GP will enter all particulars in the registration register in the GP. Every registered household has to be assigned a unique registration number as prescribed in the programme guidelines and the GP will have to issue a job card to every registered household within 15 days of application. The programme guidelines provide that photographs of all adult members who are applicants have to be attached to the job cards.

- ❖ *After verification of MGNREGA records available at GP Level we found that in most of the cases job cards do not have the photographs of all the registered household members.*
- ❖ ***It is reported that in all the villages visited Job Card Application Registers and Job card Issue Registers are not updated for the last 03 years and in all most all of the cases photographs of applicants are not pasted on Job Card Issue Register. This is a serious issue and need to be tackled urgently as it can be inferred from this that no new job card has been issued for the last two years or no new household approached to GP officials for registration under MGNREGA or no new member of registered household applied for addition of his name in the job card.***
- ❖ ***It is also reported that in all of the visited village's complaint registers and material purchase registers are not available and wherever it is available it has not been updated for last 03 years.***
- ❖ *After verification of records and interactions with villagers and GP officials we came to conclusion that in all villages, all the willing households have been issued job cards under MGNREGA.*
- ❖ ***Job Card Holders demand for work only when it is informed by Pradhan/GP Secretary /GRS that now work is available, if you wish you can work.***
- ❖ ***It is reported that in 100% i.e. in all the villages acknowledgement receipt is not given to all workers who apply for job, Workers as well as GP officials failed to produce the acknowledgement receipts before NLM Team and same is not available in Demand Registers. The fact was established during the interview of MGNREGA workers.***

As per the act, the GP is required to issue a dated receipt of application for employment, against which guarantee of providing employment within 15

days is operative. The spirit of the scheme guidelines for strengthening the wage seekers right to claim unemployment allowance if work is not provided within the stipulated time seems to have been diluted at the grass root levels. As it is in very few villages people demand work, orally or in writing and where they do, in 100% villages acknowledge receipts are not given to them.

The District-Purulia seems to have been totally ignorant of it as this is a universal practice across the villages of this district and very few PRI officials are aware of this important aspect of MGNREGA procedures.

The practice of not acknowledging demand will weaken the “Guarantee” element of the scheme and make this into a supply driven scheme also depriving the “Poor” of the job opportunities during the lean periods and will fail the programme on its objective of curbing distress migration.

- ❖ The Act provides for a bottom up approach for generating demand for work however in District-Purulia, we found that most of the jobseekers get employment only when it is made available by their GPs. In such a case if there is no demand is raised by workers, it can be because either they are offered employment when they need or they are not aware that they can demand work.
- ❖ In all the villages visited, on the basis of interview of job card holders, we found that the 100% job cards are in custody of the mukhiya of registered household.
- ❖ It is required that photographs of all the registered members are to be pasted on the job cards. In all the villages visited, on the basis of interview of job card holders, we found that only 40% job cards have photographs of all the adult registered members of household.

- ❖ On checking & verification of job cards, we found that in all the villages, only in 90% Job cards, job card entries were completed and updated. The reason for delay in updation of job card entries as reported by the GP officials is shortage of manpower and their other engagements.
- ❖ While checking accuracy and correctness of information entered on the job cards by cross checking job card information with the entries made on muster rolls, **we found that in 100% villages entries made in many job cards were not matching with respective muster rolls.**
- ❖ We have not found any evidence of involvement of contractors or use of labour displacing machinery in any of the village visited.
- ❖ On checking & verification of Cash Book we found that cash book is maintained and is updated regularly in 90% villages visited.

Payment of Wages:

As per provision under MGNREGA, wages can be paid on time-rate basis or on a piece-rate basis. It is required that wage rates shall be displayed prominently at worksites and States should ensure that no worker is paid less than the daily minimum wage rate applicable to MGNREGA. In the state of West Bengal payment of wages are made on daily basis and wage rate is Rs. 136/- per person per day.

- ❖ *On the basis of verification of records and interview of workers, it is evident that the provision of entitlement for minimum wages has been complied in all the cases in District-Purulia.*

Table 3.5 (a)
Payment of Wages under MGNREGA

(% of Villages)

No. of Villages Visited	Where wages paid were less than minimum wage rates	Where wages paid less, due to less out put than prescribed task	Timely Payment of Wages			
			Never Delayed	Some Time Delayed	Mostly Delayed	Always Delayed
7	0.00	0.00	0.00	14.29	71.42	14.29

As per provision under MGNREGA, timely payment of wages is to be ensured. Workers are entitled to be paid on a weekly basis and in any case within a fortnight of the date on which the work was done. In the event of any delay in wage payments, workers are entitled to compensation as per the provisions of Payment of wages Act 1936.

- *It is evident from table 3.5 (a) that in none of the villages visited wages were paid less, minimum wage rate.*
- *It is evident from table 3.5 (a) that in 100% i.e. all the villages visited, the wages are not paid on time. In 14.29% of the visited villages, it is some time delayed, in 71.42% of the visited villages, it is mostly delayed and in 14.29% of the visited villages, it is always delayed.*

Table 3.5 (b)
Reason for Delay in Payment of Wages

(% of Villages)

No. of Villages Visited	On Timely Payment of wages (with in 15 Days)	Reason for delay in Payment of Wages			
		Delay in Measurement of work	Delay in bank/ Post Office	Both	Others reasons
7	0.00	0.00	0.00	100.00	0.00

Table 3.5 (c)
Extent of Delay in Payment of Wages (after 15 days)
 (% of Villages)

No. of Villages Visited	Extent of delay in Payment of Wages				
	One Week	Two Weeks	Three Weeks	Four weeks	More than our weeks
10	0.00	0.00	0.00	57.14	42.86

- It can be easily seen from table 3.5 (b) & 3.5 (c) that extent of delay and frequency of delay varies as much as the reason for delay. In 100% of the villages visited, cases of delay in payment of wages have been attributed to Delay in measurement of work and Delay in bank/post office.
- It can also be easily seen from table 3.5 (b) & 3.5 (c) that extent of delay and frequency of delay in 57.14% villages it is four weeks and in 42.86% villages it is more than four weeks.

The workers have not been compensated for delay in payment of wages in any of the villages visited by us.

- *After verification of records & interview of workers, we found that in all the villages visited, the mode of payment of wages is through Bank Transfers and post office transfers. In none of the villages payments were made in cash.*
- As per provision in MGNREGA, all the payment details, wages earned and employment generated should be available for public scrutiny before the payments are made. *After verification of records & interaction with villagers and PRI officials, we found that in none of the villages visited, all the payment details were made available for Public Scrutiny before payments were made to workers or material suppliers.*

Table 3.6
Implementation of MGNREGA works-Convergence & involvement of
NGOs/Contractors/Machines

(% of Villages)

No. of Village Visited	Where MGNREGA work taken up in convergence with other Govt. Schemes	Average No. of MGNREGA work taken up in convergence with other Govt. Schemes	Where any NGO/CBO assisted with MGNREGA implementation	Where 60:40 wage material ratio is maintained	Instances of involvement of Contractor in MGNREGA works	Involvement of Labour displacing machines in MGNREGA works	Where all the works under MGNREGA are monitored by block level officials
7	0.00	0.00	0.00	100.00	0.00	0.00	100.00

- In order to bring together existing schemes and resources, convergence with other government schemes in implementation of MGNREGA is encouraged. *It is evident from table 3.6 that in none of the visited villages such convergence has taken place.*
- *It is also evident from the table 3.6 that we have not found any case of involvement of NGO/CBO in any of the 7 villages visited.*
- *Table 3.6 reflects that in all the 7 villages visited, we found that in all the villages 60:40 wage material ratio is being maintained at GP level under MGNREGA works.*
- *It is also can be seen from table no. 3.6 that we have not found any case of involvement of contractor or labour displacing machinery in MGNREGA works in any of the 7 villages visited.*
- *It is evident from table 3.6 that in 100% of the visited villages, all the works under MGNREGA are monitored by Block Level Officials.*
- *It is reported that in 50% of the visited villages and GPs Meeting of Gram Sabha has not been held for the last two years on any issue. Gram Pradhan and Sansad Members are approving all the Documents related to MGNREGS and other programmes. If a Gram*

Panchayat has lost the confidence of Gram sabha and Members of Gram sabha are no more interested to attend the meeting in Chairmanship of present Pradhan or Sansad Members, then GP must be dissolved and an administrator should be appointed by DM for the said Village but District Magistrate of Purulia is willfully continuing the GPs who have lost the confidence of Gram Sabha, due to fear of Mafias villagers are not in position to bring No Confidence Motion against the present pradhan and Sansad Members. The Pradhan of these GPs are working as puppet of District Administration.

- On checking & verification of **Bills & Vouchers of Material purchased** by GPs under MGNREGA, we found that in 70% the GPs material has been purchased **from those firms which are not registered under Trade Tax & income tax** and the *TDS or other statutory deductions has not been made while making payment to these firms*. Most of the irregularities noticed in the Bills & Vouchers verified raise serious doubts on the fairness and transparency of record keeping system and **call for immediate steps by District authorities (especially in all the NLM Visited GPs)** to check for these cases and also ensure proper compliance in the future.

Labour Budget under MGNREGA:

In order to make a prior assessment of the quantum of demand of employment and its timing, a labour budget is to be prepared so that the implementing agencies can start works harmonized with the timing of the demand of employment of the local population. The labour budget is supposed to be presented by the Gram Panchayat for approval of the Gram Sabha also ensuring that all sections are adequately represented in the meeting.

Table 3.7
Preparation of Labour Budget & Development Plan in Gram Sabha
 (% of Villages)

No. of Village Visited	Whether the labour budget presented for approval of Gram Sabha	Whether all sections were adequately represented in the Meeting	Whether Development Plan & Shelf of work discussed and finalized in the Gram Sabha
7	0.00	00.00	85.71

- It is evident from table 3.7 that in none of the villages visited, Labour Budget was presented in Gram Sabha for approval and in none of the villages visited the meeting for approval of labour budget was adequately represented by all sections of the society.
- *It is also evident from table 3.7 that only in 85.71% of the villages visited, the Development Plan & Shelf of work were discussed and finalized in the Gram Sabha.*
- *On verification of meeting resolution registers of Gram Sabha & GP, we found that in most of the villages (07), it was discussed & finalized by Gram Sabha without completing the Quorum of the Meeting of Gram Sabha. In some cases the attendance is as low as 25 members only. There is no such thing like Labour Budget in Proceeding Registers, merely one line mentioning in resolution that such number of Person days will be created in this Financial Year and for the same GP requires such much of Fund that too in the proceeding of approval of Annual Development Plan. No separate Proceeding or resolution is available in any of the visited villages of District-Purulia. Thus discussion & finalization of Development Plan & Shelf of work and Labour Budget by Gram Sabha is seen just a formality, in actual practice it is discussed & finalized by Elected Gram Sansad members of respective ward panchayat & Pradhan.*

Social Audit under MGNREGA:

In order to ensure public accountability in the implementation of projects under MGNREGA, Social Audit has been given a central role under the Act.

Table 3.8
Social Audit under MGNREGA

No. of Village Visited	% where Social Audit of all the works has been done	Average No. of Social Audit conducted during 2012-13	Average No. of Social Audit conducted during 2013-14	where the date, time and agenda of social audit adequately & timely publicized	% of dissent/objections raised during the last social audit meeting	No. of complaints pending /not disposed off during last social audit	% of workers participated in any social audit meeting
10	85.71	1	0	14.29	28.57	0.00	0.00

- It is evident from table 3.8 that in only 85.71% of the villages visited; the Social Audit of all works under MGNREGA has been conducted in the FY: 2012-13 and average no. of social audit conducted during 2012-13 is 1.
- It is evident from table 3.8 that none of the villages visited; the Social Audit of all works under MGNREGA has been conducted in the FY: 2013-14.
- It is also evident from table 3.8 that 28.57% villages visited dissent/objections were raised during the last social audit meeting and in none villages visited any complaint is pending /not disposed off during last social audit.
- ***It is also reported that Gram Sabha is not convened for social audit rather it is done by a village level Team.***

The Social Audit Team comprises

1. One staff of Gram Panchayat (not G.P. Staff).
2. One elected member of the opposition party, or if elected member of opposition party is not available, a leader of the opposition party.

3. Three member of Gram Unnayan Samity, with i) one of them is receiving second highest votes in any Sansad ii) Two persons but neither President nor Secretary of Gram Unnayan Samity.
4. Three members of women SHG (preferable those who are working in that area for more than six month).
5. One member of local registered NGO.
6. Two working on retired teachers of that area.
7. Two working or retired Govt. staff of that area.

Clarifications/Description of issues based on NLM's Observation

S. No. 1: GP's response on denying acknowledgement receipt to the workers who apply for work.

Village(s) : [SIJU MAKHANA], [LADHURKA], [JAB JABI GORA], [DURGU], [PAGRO],[BURU HARA], [MURU LAHAR],

It was admitted by the GP level Officials that they are not aware about the provision of dated acknowledgement receipt has to be issued to workers, who apply for work. According to Gram Rojgar Sewak GP take application in Groups, so there is no need of issuing dated acknowledgement receipt.

S. No. 2: Reason given by GP for not presenting Labour Budget for the approval of the Gram Sabha.

Village(s) : [SIJU MAKHANA], [LADHURKA], [JAB JABI GORA], [DURGU], [PAGRO], [BURU HARA], [MURU LAHAR],

On verification of Proceeding Registers of Gram Sabha of these GPs we found that no Gram Sabha has been held for the last two years on any issues in these villages and same was also admitted by the GP level Officials. It is also admitted by GP Level officials that they are not aware about this

important provision under MGNREGA, hence Labour Budget was not presented for the approval of Gram sabha in these GPs.

S. No. 3: Reason given by GP for not presenting Development Plan and Shelf of works for the approval of the Gram Sabha.

Village(s) : [SIJU MAKHANA],

On verification of Proceeding Registers of Gram Sabha of these GPs we found that no Gram Sabha has been held for the last two years on any issues in these villages and same was also admitted by the GP level Officials. Hence Development Plan and Shelf of works was not presented for the approval of Gram sabha in these GPs.

S. No. 4: GP's response on reasons for delays in payment of wages.

Village(s) : [SIJU MAKHANA], [LADHURKA], [JAB JABI GORA], [DURGU], [PAGRO], [BURU HARA], [MURU LAHAR],

According to GP Level Officials & PRI Officials delay in payment of wages is due to shortage of technical staff, non availability of funds at Gram Panchayat Level and delay in transfer of funds from bank to bank and bank to post office.

S. No. 5: GP's response on reasons for not making payments details available for public scrutiny.

Village(s) : [SIJU MAKHANA], [LADHURKA], [JAB JABI GORA], [DURGU], [PAGRO], [BURU HARA], [MURU LAHAR],

GP level Officials revealed that they are not aware about the provision of making all payment details available for public scrutiny. They have not been made aware and trained for using this practice in MGNREGA.

S. No. 6: GP's response on reasons in failing to conduct social audit of all the works under MGNREGA.

Village(s) : [DURGU],

According to GP Level Officials & PRI Officials due to political disturbances they failed to conduct social audit of all works under MGNREGA for the last two years.

S. No. 7: Reasons why no social audit has been conducted during the year 2012-13.

Village(s) : [DURGU]

According to GP Level Officials & PRI Officials due to political disturbances they failed to conduct social audit of all works under MGNREGA for the last two years.

S. No. 8: Reasons why no social audit has been conducted during the year 2013-14.

Village(s) : [SIJU MAKHANA], [LADHURKA], [JAB JABI GORA], [DURGU], [PAGRO], [BURU HARA], [MURU LAHAR],

According to GP Level Officials & PRI Officials due to political disturbances they failed to conduct social audit of all works under MGNREGA for the last one year.

S. No. 9: What kind of issues (dissent/objections) were raised during the last social audit meeting.

Village(s) : [JAB JABI GORA], [MURU LAHAR],

The issues regarding no photographs on Job Cards and Job card Issue Registers in these GPs were raised during the last social audit meeting.

Swarnjayanti Gram Swarojgar Yojana (SGSY) /NRLM:

The main objective of SGSY is to bring the assisted poor families (Swarojgaris) above the poverty line by ensuring appreciable increase in comes over a period of time. This objective is to be achieved by inter-alia organizing the rural poor into Self Help Groups (SHGs) through a process of social mobilization, their training and capacity building and provision of income-generating assets through a mix of bank credit and government subsidy.

During the verification of Records/ Registers of SHGs & Interview of Key persons of SHGs, we found following common practice in SHGs be they are part of SGSY or NRLM:

1. External CRP has not visited any of the village of Purulia. So no external CRP has provided training/ assisted any SHG in Purulia
2. Only office bearers of SHGs are aware about simple banking procedures and Processes.
3. Only office bearers of SHGs are some what aware about book keeping and record management.
4. No SHG in the visited villages has trained, dedicated and paid book keepers, so record management is very poor. Most of the SHGs do not maintain books of accounts, so it is very difficult to measure exact impact of income generation activities and there by their actual income or profit.
5. No SHG in the visited villages is following the principal of “**Panch Sutras**”.
6. **In 57.14% of the visited villages no SHG has received training in skills/ economic activities/ livelihoods.**

Social Mobilization:

- In 100% villages visited, up to 70% to 85% BPL/ poorest of the poor households have been mobilized into SHGs.
- In 100% i.e. all the villages, more than 75% SC/ST households have been mobilized into SHG, in some cases it is 100%.

Economic Activity under SGSY:

- An important measure to assess the success of the programme is to see the proportion of SHGs formed, who have taken up economic activity. Out of the 7 villages visited by us *we found that SGSY groups were formed in all the villages.*
- During our visit we found that *there are many villages in the district having many potential and needy persons, to be covered under SGSY Groups.*

Thus the programme has failed in reaching out to them and the respective Block administration has lacked the initiative to aggressively take up group formation & mobilization efforts. It is also came to our knowledge that easier areas have been targeted and voluntary initiatives of few workers have produced the numbers, a more vigorous efforts and professional planning is needed in ensuring coverage of all. Even if targeting would have been based on the information collected on last BPL survey if not a baseline survey, which is a basic approach to plan any livelihood programme, the coverage could have been better and produced results.

- *During our visit while interacting with Programme Managers and other programme implementing officials of SGSY, we came to conclusion that implementing agency is lacking of professional approach and there is urgent need of capacity building.*

- *The success of the programme implementation can also be judged from the fact that in the villages where SHGs were formed, only 35% SHGs have taken up any economic activity so far. We also found that supporting the SHGs to take up Economic Activity has been very weak in all the villages visited.*
- *Most of the SHGs members interviewed by us in the visited villages have reported that no depth training and help to identify a feasible & suitable activity was provided by the District/Block level functionaries to them. In 57.14% of the visited villages most of the SHGs have not received training in skills/ economic activities and livelihoods.*

Credit under SGSY:

SGSY is a credit-linked scheme and credit is the key element. An SHG formed under the programme can apply for a composite loan comprising both fixed and working capital. Bank linkages and funding of the groups has been the biggest problem in SGSY.

- *On verification of records of SHGs and interview of members of SHGs we found that only 45% SHGs were able to receive credit under SGSY, thus only 45% SHGs were credit linked. A majority of SHGs which needed much support and assistance from Blocks/DRDC to get bank loans are missing.*

Loan Repayment by SHGs under SGSY:

The banks and financial institutions have been lending on the basis of risk assessment of its clients and in case of financing poor for livelihoods the social cause and support in form of subsidy from the Government becomes an enabling factor. Many studies have shown that the small loans extended to rural poor have been far better in repayments as compared to the lenders

in commercial and corporate sectors. The Banks should have been more forthcoming in extending loans to the rural livelihood initiatives like SGSY groups. However the trends so far have not been very encouraging and many groups and even district administrations have reported non cooperation and apprehensions by the banks in extending loans to the SGSY groups.

- *On verification of records of SHGs and interview of members of SHGs we found that all the SHGs that availed credit from banks, have either fully repaid its loan amount or are regularly paying its installments of loan amount. Thus it can be said **no SHG defaulted on repayment of loan amount in the visited villages.***

Defunct Groups under SGSY:

It is observed that due to many reasons and failures, a large number about 20% of groups become defunct, not active and eventually get dissolved.

Table 3.9

List of SHGs defunct, Dormant and not functioning in the visited Villages of West Sikkim

S. No.	Name of SHGs	Date of Formation	Address	Name of GPU	Block
1	K.G.N. SHG	15.02.2005	Siju Makhana	Keshargarh	Hura
2	Maa Laxmi SHG	20.11.2005	Siju Makhana	Keshargarh	Hura

3	Kachakuli SHG	20.03.2004	Siju Makhana	Keshargarh	Hura
4	Swamiji Mahila SNG	22.09.2001	Siju Makhana	Keshargarh	Hura
5	Ansarya Para SHG	15.09.2005	Siju Makhana	Keshargarh	Hura
6	Mahabir SHG	05.08.2003	Buruhara	Majhidih	Jhalda-II
7	Nari Kalyan SHG	05.08.2003	Buruhara	Majhidih	Jhalda-II
8	Joy Madula SHG	05.07.2003	Buruhara	Majhidih	Jhalda-II
9	Sita Ram SHG	05.08.3003	Buruhara	Majhidih	Jhalda-II
10	Pragatishil SHG	09.01.2004	Buruhara	Majhidih	Jhalda-II
11	Maa Tara SHG	05.02.2005	Buruhara	Majhidih	Jhalda-II
12	Krishana Sudama SHG	06.08.2006	Muru Lahar	Nowahatu	Jhalda-II
13	Dhan Laxhmi SHG	10.05.2004	Muru Lahar	Nowahatu	Jhalda-II
14	Raj Laxhmi SHG	04.08.2006	Muru Lahar	Nowahatu	Jhalda-II
15	Saptami SHG	03.11.2003	Muru Lahar	Nowahatu	Jhalda-II
16	Maa Janaki SHG	08.08.2008	Pagro	Chitmu	Jhalda-II

Support to SGSY in the Villages:

GPs are expected to help creating an enabling environment to facilitate in implementation of SGSY.

We have observed that Gram Panchayats (GPs) are not at all involved in monitoring and supporting of SHGs and federations because entire activity related to SHGs formation, selection of beneficiaries and facilitating financial services is done by Blocks and DRDC, PRIs has no role, so they remain neutral in the whole process and shows disinterest in Monitoring & supporting activities.

Indira Awas Yojana (IAY):

The objective of Indira Awaas Yojana is primarily to provide grant for construction of houses to members of Scheduled Castes/Scheduled Tribes, freed bonded labourers and also to non-SC/ST rural poor living below the poverty line. The assistance under IAY per dwelling unit has been increased w. e. f. 1st of April, 2009 and a BPL family is now provided grant of Rs. 45000/- for new construction in plain areas and Rs. 48,500/- for construction in hilly/difficult areas. Besides, IAY funds (up to a maximum of 20% of the allocation) can be made available for up gradation at the rate of Rs. 15,000/- for each dwelling unit. Construction of IAY house is the sole responsibility of the beneficiary. Engagement of contractors is prohibited and no specific type design has been stipulated for an IAY house. However, sanitary latrine and smokeless chullah are required to be provided in each IAY house. As per IAY guidelines, houses remaining incomplete at the end of the year should be completed first in the following year. In no case a house should remain incomplete for more than two years.

In order to streamline and enhance the efficacy of the delivery system of the Indira Awaas Yojana (IAY), it was decided to make the selection process of IAY beneficiaries transparent. Earlier, selection of beneficiaries out of the BPL list was made by the Gram Sabha every year. However, it was recognized that irregularities/biased approach was rampant in the selection of

beneficiaries. Therefore it was decided that Permanent IAY Waitlists will be prepared based on the BPL List of 2002.

Status of Permanent IAY Waitlists

In order to improve efficiency in the delivery system and bring transparency in the selection process under IAY, it was decided that permanent IAY waitlists based on BPL list of 2002 will be prepared. The guidelines for preparation of IAY waitlists were communicated to the States and they were instructed to strictly follow the same for selecting beneficiaries under IAY in all the districts.

It is reported that in all the visited villages of Purulia the Permanent IAY waitlist has been finalized. In District- Purulia, West Bengal, We found that selection of beneficiaries is done on the basis of permanent IAY waitlist and on the basis of recommendation of Gram Sabha/ Gram Sansad.

The permanent IAY waitlists should be adequately publicized and disseminated to the public in order to ensure transparency and effective delivery of benefits. The Ministry has asked for various measures such as publishing on web-site, printing booklets and painting on walls of prominent buildings of the Gram Panchayats.

We have not found a single case of permanent IAY waitlist displayed / written on the wall of panchayat bhawan or on a prominent place by Gram Panchayat (GP).

Mode of Payment of Assistance

Funds are provided to the beneficiary on various stages of construction and in order to have transparency and eliminate leakages, the preferred mode of payment is through bank account or post office account of the beneficiary.

In District-Purulia, Assistance amount is being transferred to bank or post office account of the beneficiary in all the villages.

Assessment on various processes under IAY

The beneficiary himself/herself is expected to complete construction of the house and involvement of contractors appointed by implementing agencies in construction of IAY houses is not allowed.

- ❖ In none of the visited village involvement of contractors in construction of the IAY houses is reported.
- ❖ We have not found any instances of delay in payment of assistance amount to the beneficiaries in the visited villages.
- ❖ During the discussions with the villagers, we have not found any incident of corruption / rent-seeking in the visited villages.

Homestead Sites provided to Beneficiaries

A Scheme to provide homestead sites to those rural BPL households, who neither have agricultural land nor a house site, has been launched, as part of IAY, w.e.f. 24th August, 2009.

- ❖ Out of 7 villages visited by us, in none of the village case of providing homestead sites is reported.

Verification of Houses

During our visit in 7 villages, we have verified 70 IAY houses. The physical inspection was carried out to assess the completion status, facilities, quality of construction and occupancy of the house. We have also interviewed the beneficiaries and recorded their views.

Verification of Houses – Status of IAY houses verified

85% of the verified houses were found complete and occupied, 26% were under construction.



Complete IAY House of Mrs. Adari Supkar, Village-Siju Makhana, Keshargarh Block-Hura, Purulia

Verification of Houses – Facilities Completed houses

This is to be ensured that each Indira Awaas Yojana dwelling unit is provided with a smokeless chullah, which is a fuel-efficient alternative, smoke free, healthy for clean environment and more convenient to use.

- ❖ We found that out of completed IAY houses, *there is no IAY house in the visited villages having smokeless chullahs.*
- ❖ *We have found that only in 32% completed houses, sanitary latrines are provided.*

Efforts should be made to dovetail funds from Nirmal Bharat Abhiyan/Total Sanitation Campaign (NBA/TSC) for providing sanitary latrine so that more money could be made available for construction of the IAY house in the State.

On completion of an IAY dwelling unit, this is to be ensured that each house has a display board, indicating the Government of India Rural Housing logo, year of construction, name of the beneficiary etc.

- ❖ It is reported that IAY logo was found in none of the completed houses.
- ❖ *The quality of construction of the IAY houses verified by us on the basis of parameters defined is poor and in some cases it is very poor.*

Verification of Houses – Incomplete houses

In 7 villages visited by us, a total of 70 houses were verified. Out of them 26% houses were found incomplete. We have not found any *incomplete IAY house that was sanctioned at least 2 years before.*



Under Construction IAY House of Mrs. Dipali Bauri, Village-Siju Makhana, Keshargarh Block-Hura, Purulia

Satisfaction with IAY Houses

It is reported that none of the IAY beneficiary is satisfied with IAY, the dissatisfaction is related to amount of assistance.

Convergence of IAY with other Schemes:

In the State of West Bengal there is convergence of IAY with MGNREGA, RSBY and TSC/NBA. In none of the visited villages such type of convergence is reported.

Clarifications/Description of issues based on NLM's Observation

S. No. 10: GP's response on reasons for not presenting waitlist for approval in the Gram Sabha.

Village(s) : [SIJU MAKHANA], [LADHURKA], [JAB JABI GORA], [DURGU], [PAGRO], [BURU HARA], [MURU LAHAR],

GP level officials of these GPs failed to produce the minutes of meeting/ resolution register of Gram Sabha before NLM Team that may establish the facts about presentation of IAY waitlist for approval in the Gram Sabha

National Social Assistance Programme (NSAP):

The National Social Assistance Programme (NSAP) comprises Indira Gandhi National Old Age Pension Scheme (IGNOPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), and National Family benefit Scheme (NFBS). These programmes are meant for providing social assistance benefit to BPL aged, widows, disabled and BPL households in the case of death of the primary breadwinner.

Awareness on the Scheme:

The awareness on the procedures and entitlements under NSAP pension schemes amongst the potential target beneficiaries of IGNOAPS, villagers and GP functionaries was assessed by us.

Table 3.9 (a)
Awareness Level of GP Functionaries on NSAP

* % of Villages

No. of Village visited	IGNOAPS				IGNWPS				IGNDPS			
	Excellent	Good	Poor	Very Poor	Excellent	Good	Poor	Very Poor	Excellent	Good	Poor	Very Poor
10	0.00	100.00	0.00	0.00	0.00	100.00	0.00	0.00	0.00	100.00	0.00	0.00

❖ *It is evident from table 3.9 (a) that in 100% of the villages visited awareness level of GP functionaries on IGNOAPS, IGNWPS, and IGNDPS is GOOD.*

Table 3.9 (b)
Awareness Level of GP Villagers on NSAP

* % of Villages

No. of Village visited	IGNOAPS				IGNWPS				IGNDPS			
	Excellent	Good	Poor	Very Poor	Excellent	Good	Poor	Very Poor	Excellent	Good	Poor	Very Poor
10	0.00	100.00	0.00	0.00	0.00	100.00	0.00	0.00	0.00	100.00	0.00	0.00

- ❖ *It can be easily judged from table 3.9 (b) that in 100% of the villages visited awareness level of villagers on IGNOAPS, IGNWPS, and IGNDPS is GOOD.*

Table 3.9 (c)

Awareness of Potential Target Beneficiaries on Procedures and Entitlements under IGNOAPS

% of Villages

No. of Village visited	IGNOAPS			
	Most of them	Some of them	Only few of them	Not at all
10	85.71	14.29	0.00	0.00

- ❖ *It is evident from table 3.9 (c) that in only 85.71% villages visited most of the potential target beneficiaries are aware about procedures and entitlements under IGNOAPS.*
- ❖ *In 14.29 % villages some of the potential target beneficiaries are aware about procedures and entitlements under IGNOAPS.*

Thus awareness level among potential target beneficiaries on procedures and entitlements under IGNOAPS in 14.29% of the visited villages of Purulia is poor. This is also evident from the fact that no awareness campaign/ drive has taken place regarding coverage of NSAP in the visited villages of Purulia as told by beneficiaries during their interviews.

Process & Procedures under NSAP:

- *COVERAGE- In all the GPs full and universal coverage has not been achieved as per the latest eligibility criteria.*
- *The amount of pension under IGNOAPS/IGNWPS/IGNDPS is Rs. 200/- per month*

Monitoring & Verification of the Scheme

- ❖ NLM Team during their visit to the villages received complaints and grievances from beneficiaries in all the visited villages of Purulia. Issues varied from delay in disbursement to non selection of eligible persons.
- ❖ No incident of corruption/ biased selection was reported to the NLM Team.
- ❖ The annual verification of the beneficiaries has been carried out in all of the Visited villages of District- Purulia.

Date of Annual Verification of Beneficiaries is 31.03.2013.

Findings of Annual Verification Report are as follows:

- ❖ *No Methodology/system has been evolved by the state or district for monitoring of beneficiaries.*
- ❖ *The Government of India had instructed the States that the pension amounts have to be credited, where feasible, in a nationalized bank or post office saving account of the beneficiary. **The mode of payment of pension amount to the beneficiaries of NSAP in Purulia is through Bank/Post Office Transfers.***
- ❖ *No Gram Sabha meeting was convened during the last 12 months having any NSAP issues on the agenda in any of the villages visited.*
- ❖ *Most of the villagers are satisfied with the selection/ sanction/ disbursement processes of NSAP in all the villages visited.*
- ❖ *We have not observed any incidents of corruption/ biased selection under NSAP.*

Disbursement of Pension in Time:

Table 3.10
Disbursement of Pension in Time

No. of Village visited	Periodicity of Pension Payment					Pension Received in Time			
	Monthly	Quarterly	Half Yearly	Yearly	Irregular	Yes always	Delayed Some Time	Delayed Mostly	Delayed Always
10	0.00	100.00	0.00	0.00	0.00	0.00	14.29	85.71	0.00

- ❖ *It is evident from the table 3.10 that in none of the villages visited beneficiaries receive pension amount in time. The periodicity of pension payment is quarterly in 100% villages.*
- *It is also evident from the table 3.0 that in 14.29% of the villages visited disbursement of pension is some time delayed and in 85.71% of the villages visited disbursement of pension is mostly delayed*
- *It is reported that in case of delay all the pensioners of all the villages visited approach to “Gram Pradhan” for the grievances.*
- *It is also reported that all the pensioners of all the villages are not satisfied with the pension amount and they think that it should not be less than Rs. 1000/- Per Month.*

Beneficiaries receiving other pensions

All the beneficiaries interviewed have reported to be receiving any other pension. *All the beneficiaries of NSAP are receiving State Government pensions from Government of West Bengal @ Rs. 200/= Per Month.*

National Family Benefit Scheme (NFBS)

The NLM Team has also reported on the satisfaction of beneficiary households with the amount of benefit provided under NFBS. It has been reported that in 100% villages, “Only some of them’ were satisfied with the amount of assistance provided under the scheme and time taken and process of sanction of assistance.

Pradhan Mantri Gram Sadak Yojana (PMGSY)

The Pradhan Mantri Gram Sadak Yojana (PMGSY) is designed to support Government of India's agenda to promote poverty alleviation in rural areas by promoting economic development and providing access to basic services that can improve the quality of life of the rural poor. It is believed that eliminating the isolation of populated areas with previously limited accessibility can provide the population greater access to critical goods, as well as essential social services. It also creates the opportunity for development of these services in their localities. Improved access to jobs provides opportunities for the poor to more fully participate in the economy and thus gain from the benefits of growth. Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched on 25th December, 2000 and has now been under implementation for over eleven years. It is a hundred percent Centrally Sponsored Scheme, which primarily aims to provide all weather road connectivity to over 1.60 lakh eligible unconnected habitations. The works are executed by the State Governments and monitored by the Ministry of Rural Development through the National Rural Roads Development Agency (NRRDA) set up for this purpose. Ministry has already in place a quality control mechanism having quality control laboratories setup by the contractors, periodic inspection by State Nodal Agency and Quality Testing by National Quality Monitors.

In order to get feedbacks from the National Level Monitors visiting the Districts for monitoring of other Rural Development Programmes, NLMs have been asked to inspect the PMGSY Roads constructed/under construction in the villages visited by them. Only a visual inspection and general observations on quality and use of the roads is expected from them.

Quality of Roads

During their visit to the villages, NLM Team inspected the PMGSY roads constructed therein. The Team reported that 75% of the roads inspected by them were not of good quality, potholes, cracks, depressions and settlements in the pavements were found.

Quality of construction

NLM Team has reported that all the roads inspected were having adequate camber to ensure that water does not accumulate on road pavements. Only 3 out of 5 roads i.e. 75% of visited PMGSY roads provision for drainage and all the roads had provision of shoulders.

Road Furniture

70% roads had all the road furniture. All the roads had citizen information boards with correct information in local language.

Riding Comfort of PMGSY Road

The Team reported that riding comfort on 75% of the roads inspected by them is poor.

Impact on improved connectivity

In all the villages visited by NLM Team, the PMGSY road has resulted in improved passenger vehicle services and improved transport vehicle services.

Integrated Watershed Management Programme (IWMP):

IWMP project is in preparatory phase and is being implemented in the villages-Pagro & Buruhara Block-Lhalda-II of District-Purulia. All the works under IWMP in these villages are related to Entry Point Activities (EPA) only, hence no physical progress or monitoring activities is available.

Clarifications/Description of issues based on NLM's Observation

S. No. 11: Project Implementing Agency & GP's response on reasons for the Participatory Rural Appraisal not conducted in the village

Village(s) : [PAGRO], [BURU HARA],

It is reported by Project Implementing Agency & GP level officials that IWMP project is in preparatory phase, only some kind of Entry Point Activities (EPA) have been done, hence PRA has not been conducted in above villages.

S. No. 12: Project Implementation Agency & GPs reasons for the Watershed Committee (WC) not formed

Village(s) : [PAGRO], [BURU HARA],

It is reported by Project Implementing Agency & GP level officials that IWMP project is in preparatory phase, only some kind of Entry Point Activities (EPA) have been done, hence the Watershed Committee (WC) has not been formed in above villages.

S. No. 13: GP's response on reasons for design and estimates of works not prepared

Village(s) : [PAGRO], [BURU HARA],

It is reported by Project Implementing Agency & GP level officials that IWMP project is in preparatory phase, only some kind of Entry Point Activities (EPA) have been done, hence design and estimates of works have not been prepared in above villages.

S. No. 14: GP's response on reasons for why the progress of works has not been reviewed in the Gram Sabha

Village(s) : [PAGRO], [BURU HARA],

It is reported by Project Implementing Agency & GP level officials that IWMP project is in preparatory phase, only some kind of Entry Point Activities (EPA) have been done, no physical progress is available, hence the progress of works has not been reviewed in the Gram Sabha of above villages.

S. No. 15: GP's response on reasons for poor progress of works

Village(s) : [PAGRO], [BURU HARA],

It is reported by Project Implementing Agency & GP level officials that IWMP project is in preparatory phase, only some kind of Entry Point Activities (EPA) have been done, EPAs are slow, hence the progress of works is reported as poor in above villages.

National Rural Drinking Water Programme (NRDWP) :

The Ministry of Drinking Water and Sanitation is implementing the flagship programme of National Rural Drinking Water Programme (NRDWP) to supplement the efforts of States and UTs in provision of drinking water / supply in rural areas by providing financial and technical assistance to implement drinking water supply schemes in rural habitations.

Main Objectives of NRDWP:-

- Provision of safe and adequate drinking water supply to all uncovered, partially covered and quality affected habitations in the rural areas of the country.
- All Schools and Anganwadis have access to safe drinking water.
- GPs/VWSCs to plan, manage, operate and maintain local water sources and water supply provide enabling support and environment for PRIs and local communities for this purpose.
- Household level drinking water security.
- Sustainability of drinking water sources, water budgeting and preparation of village water security plans.
- Convergence with Total Sanitation Campaign, NRHM, ICDS, SSA, BRGF, MGNREGA, Watershed Development Programmes etc.

Safe Water Sources in the Habitations:

Tube Wells and Hand Pumps are available safe water sources in all the visited habitations of District-Purulia. Supplying drinking water is an important activity of the Panchayats and Panchayats have been entrusted with installation and maintenance of the spot sources of water through tube wells. Panchayats also play a very important role in surveillance of water quality by collecting water samples and sending the same to the laboratories established for testing water. Steps are also to be taken by the GPs for disinfecting the source or taking other appropriate actions in case the water appears to be unsafe for human consumption.

Availability of Sufficient safe water

The Programme guidelines emphasize on bringing a paradigm shift in the rural water supply scheme. There has been a major shift in the focus from

not ‘just providing a water supply system in the village’ or ‘ensuring water supply security at the house hold level’. The national goal is to provide every rural person with adequate water for drinking, cooking and other domestic basic needs on a sustainable basis. This basic requirement should meet certain minimum water quality standards and be available at all times, in all situations and be readily and conveniently accessible.

- ❖ Out of 7 villages spread all across 03 Blocks; in only 28.57% sample village NLM Team has reported that all of the villagers are having access to sufficient safe water during all seasons and within the village.
- ❖ Out of 7 villages spread all across 03 Blocks; in only 28.57% sample village NLM Team has reported that most of the villagers are having access to sufficient safe water during all seasons and within the village.
- ❖ Out of 7 villages spread all across 03 Blocks; in 42.86% sample village NLM Team has reported that some of the villagers are having access to sufficient safe water during all seasons and within the village.
- ❖ Out of 7 villages spread all across 03 Blocks; in 71.43% sample village NLM Team has reported that the villagers have to travel a distance ranging from 100 meters to 1000 meters to collect water for their needs.

Quality of water supplied in the villages

- Out of 7 villages visited by NLM Team no signs of Dental or skeletal fluorosis has been observed in any of the sample villages,
- In none of the sample villages NLM Team has reported signs of visible skin lesion on hands, leg or other parts of the body.

- No symptoms of water borne disease like frequent cases of loose motions diarrhea, cholera or typhoid has been reported in any of the sample villages.

Water quality testing & Sustainability

Under Rural Water Supply scheme, sustainability of drinking water sources and systems, ensuring availability of drinking water both in terms of adequacy and quality, on a sustainable basis, is the major challenge. Field Testing Kits (FTK) was made available at GP level and is to be used for primary detection of chemical and biological contamination of all the drinking water sources in the GPs.

- It is reported that in none of the sample villages in Purulia, FTKs is available at the GP level.
- In all of the visited villages quality testing is done in laboratories.
- In none of the sample villages of Purulia any kind of water treatment facility exists in the villages.

Sustainability of water availability in terms of potability, adequacy, convenience, affordability and equity are the core areas and States/UTs are given adequate flexibility to incorporate the principles of decentralized, demand driven, area specific strategy taking into account all aspects of the sustainability of the source, system, finance and management of the drinking water supply infrastructure.

- ❖ Majority of the sample villages of district-Purulia have not taken up any sustainability initiatives.

Water Supply Management

A Village Water and Sanitation Committee (VWSC) is to be set up as a standing committee in each Gram Panchayat for planning, monitoring, implementation and operation and maintenance of their Water Supply

Scheme to ensure active participation, action so that they are enabled to effectively implement the provisions of the guidelines.

- NLM Team has reported that out of the 7 villages visited by them in none of the villages, Village Water and Sanitation Committees (VWSCs) have been formed.

A VWSC comprises of a minimum 6 – 12 members and adequate representation of women in VWSCs can provide a strong framework for community participation. This has been very well emphasized upon that at least 50% of the VWSC member should be women.

- ❖ In case of 100% sample villages Gram Panchayats are bearing the O & M cost of water supply.

On the basis of random physical verification of all types of safe drinking water sources, we found that 75% hand pumps, all the PWSS and all the wells are functional in all the villages.

Institutional Coverage:

The NRDWP programme also envisaged coverage of safe drinking water supply to the schools and Anganwadis in the rural areas.

- *We visited all the Schools & Anganwadis Centers falling in all the 10 villages visited and found that only in 85.71% Schools & Anganwadis Centers of all villages, there exists a functional safe drinking water source.*

Nirmal Bharat Abhiyan (NBA):

The Ministry of Drinking Water and Sanitation is implementing the flagship programme of National Many diseases and child health problems mainly due to consumption of unsafe drinking water, improper disposal of human excreta, improper environmental sanitation and lack of proper hygiene practices seriously affect the rural poor in India. The problem of sanitation is not only of providing necessary resources but also is of improving the use of toilets and community hygiene practices. The Government of India launched the Central Rural Sanitation Programme (CRSP) in 1986 primarily with the objective of improving the quality of life of the rural people and also to provide privacy and dignity to women. The Total Sanitation Campaign (TSC) emphasizes more on Information, Education and Communication (IEC), Human Resource Development and Capacity Building Activities to increase awareness among the rural people and generation of demand for sanitary facility. It also aims at enhancing people's capacity to choose appropriate option through alternate delivery mechanisms as per their economic condition. Encouraged by the success of Nirmal Gram Puraskar, TSC has been renamed as "Nirmal Bharat Abhiyan" (NBA). The objective is to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community through renewed strategies and saturation approach.

The main objectives of the NBA are as under:

- ❖ Bring about an improvement in the general quality of life in the rural areas.
- ❖ Accelerate sanitation coverage in rural areas to achieve the vision of Nirmal Bharat by 2022 with all gram panchayats in the country attaining Nirmal status.

- ❖ Motivate communities and Panchayati Raj Institutions promoting sustainable facilities through awareness creation and health education.
- ❖ To Cover schools/Anganwadis in rural areas with sanitation facilities and undertake proactive promotion of hygiene education and sanitary habits among students.
- ❖ Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- ❖ Develop community managed environmental sanitation systems focusing on solid & liquid waste management for overall cleanliness in the rural areas.

Assessment on level of awareness on sanitation and hygiene practices:

The effects of poor sanitation seep into every aspect of life – health, nutrition, development, economy, dignity and empowerment. It perpetuates an intergenerational cycle of poverty and deprivation. To meet the country’s sanitation and hygiene challenge there is an urgent needs to focus on triggering the demand to build toilets, ensuring their quality, use and maintenance. This is achieved by creating a culture of “social sanctions” that challenge the acceptance of open defecation once and for all. Making this happen requires substantial resource and time investment to inculcate a lasting change in behaviour and adoption of key hygiene practices at the community and household level.

Table 3.11

Community Awareness on Sanitation and Safe Hygiene practices in the Villagers

No. of Village Visited	Overall assessment of Community awareness on sanitation practices in the villagers		
	Good	Average	Poor
10	0.00	14.29	85.71

- ❖ It is self explanatory from table 3.11 that only in 14.29% of the villages visited there is **Average Level** of Community awareness on sanitation and safe hygiene practices in the villagers.
- ❖ It is self explanatory from table 3.11 that only in 85.71% of the villages visited there is **Poor Level** of Community awareness on sanitation and safe hygiene practices in the villagers.

RSM –PC Uses

Rural Sanitary Mart is an outlet dealing with the materials, hardware and designs required for a sanitary package like construction of sanitary latrines, soakage and compost pits, vermin composting, washing platform, certified domestic water filters and other sanitation & hygiene accessories. The main aim of having a RSM is to provide materials, services and guidance needed for constructing different types of latrines and other sanitary facilities for a clean environment. Production centers are the means to produce cost effective affordable sanitary material at the local level. These are a commercial venture with a social cause.

- ❖ It is reported by NLM Team that in all of the visited villages of Purulia, RSM- PC is operational to assist/ guide the rural poor in procuring sanitary material.

SLWM in the Villages

One of the prime objectives of NBA is to improve the general quality of life in the rural areas and Solid and Liquid waste Management is one of the key components to address this. SLWM is taken up in a project mode for each Gram Panchayat and assistance from professional agencies.

- ❖ It is reported by NLM Team that in all the villages visited no project has been taken up under Solid Waste Management.

- ❖ It is also reported that in all the villages visited no project on Liquid Waste Management has been taken up.

Individual Household Latrines (IHHLs):

The NLM Team during their visits to 7 Villages has assessed the implementation of the programme in terms of providing Individual Household Latrines (IHHLs) and usage of the facility amongst the households.

The NLM Team conducted a random check in the village area, visiting houses, interviewed families on various aspects of toilet construction and usage in order to ascertain the sanitation status in these villages.

- ❖ NLM Team has reported that in all the visited villages of Purulia, 45% households are having functional IHHL and are using them.
- ❖ 35% of the BPL households, in all the visited villages are having functional toilets and were using them.
- ❖ 45% of the APL households in all the visited villages of Purulia are having functional toilets and were using them.
- ❖ It is also reported none of the households in all the visited villages are using community toilets or sanitary complexes.

IHHL Coverage – Distribution of Villages in terms of Coverage

- ❖ Out of 7 visited villages in 100% village's 40% of the households are having access to toilet facility irrespective of their social or economic strata.
- ❖ In 100% of the visited villages, the NLM Team has reported the cases of open defecation.

IHHL Coverage – Distribution of Villages in terms of Coverage (NGP awarded coverage)

Out of 7 visited villages of Purulia none of them are Nirmal Gram Puraskar awarded village.

Institutional Coverage:

The programme also envisages coverage of sanitation facility for the schools and Anganwadis in the rural areas. Schools/ Anganwadis are the appropriate institutions for changing the behaviour, mindset and habits of children through motivation and education.

In order to assess the coverage in the institutions, the NLM Team visited schools and anganwadis in the villages.

- ❖ The NLM team has reported that 85.71% schools in the sample villages are having toilet facilities.
- ❖ In 85.71% upper primary Co-ed schools separate toilets for boys and girls are constructed.
- ❖ The NLM team has also found that in none of the schools of visited villages, the toilets were found defunct/not in use/locked at the time of visit.
- ❖ In none the Anganwadis in the visited villages have toilet facilities.

Bharat Nirman Volunteer (BNV) : This scheme is not operational in District-Purulia.

CHAPTER 4

Conclusions & Recommendations

MGNREGA:

- ❖ Overall performance of MGNREGS in District-Purulia is average; there is a large scale scope of improvement.
- ❖ We conclude that functionaries of Gram Panchayats as well as PRIs are not aware about the process & procedures under MGNREGA. GP Level functionaries are also not aware about various provisions and entitlements for Job Card Holders under MGNREGA. They are treating MGNREGA like a scheme not as Act. *So there is urgent need for Training & Capacity Building of the MGNREGA functionaries & PRIs of Gram Panchayat as well as Block.*
- ❖ All the people are not aware for articulating their demand and seeking job under the act, up to only some extent people are aware for articulating their demand and seeking job under the act in all the villages. There is *urgent need for creating awareness about provisions of MGNREGA amongst the villagers.*
- ❖ It is reported that adequacy of awareness generation efforts made under MGNREGA, efficacy of communication tools used for awareness generation and reach of the message to marginalized/weaker sections of the society is poor.
It is also reported that level of awareness amongst the MGNREGA workers and potential workers regarding demanding work for 100 days when in need, provisions of entitlement of unemployment allowances if work is not provided within 15 days of demand and provision of dated acknowledgement receipts on demand of work is poor.

Thus there is urgent need for adequate efforts for awareness generation by using effective communication tools such as slogan writings on walls of prominent buildings, use of flex hoardings at block levels and at Nyay Panchayat Level, Use of FM Radio, Community Radio and other electronic media, so that message could reach to the weaker sections of the society which are the target group of MGNREGA.

- ❖ It is reported that in all of the villages acknowledgement receipt is not given to all workers who apply for job. As per the act, the GP is required to issue a dated receipt of application for employment, against which guarantee of providing employment within 15 days is operative. The spirit of the scheme guidelines for strengthening the wage seekers right to claim unemployment allowance if work is not provided within the stipulated time seems to have been diluted at the grass root levels. ***So there is urgent need for making it mandatory that every GP is required to issue a dated receipt of application for employment.***
- ❖ In majority of the villages of District-Purulia, acknowledge receipts are not at all being provided to the workers who apply for the work. *The District-North seem to have been totally ignorant of it as this is a universal practice across the villages of this district and very few PRI officials are aware of this important aspect of MGNREGA procedures.* The practice of not acknowledging demand will weaken the **“Guarantee” element of the scheme** and make this into a supply driven scheme also depriving the “Poor” of the job opportunities during the lean periods and will fail the programme on its objective of curbing distress migration. ***So there is urgent need for training & Capacity building PRI Officials and making it mandatory that every***

GP is required to issue a dated receipt of application for employment.

- ❖ In order to ensure public accountability in the implementation of projects, laws and policies, social audit have been given a central role under the act. *It is reported that in 100% of the visited villages, PRIs members are only somewhat aware about the concept of Social Audit and its provisions, which is a red signal for accountability & transparency in MGNREGA.*

There is an urgent need of training & capacity building of PRIs on every aspect of process & procedures of MGNREGA.

- ❖ *It is reported that in 100% of the visited villages Job Card Application Registers, Job Card Issue Registers and Works Registers have not been updated for more than two years. This is a serious issue and needs to be tackled urgently as it can be inferred from this that no new job card has been issued for the last two years or no new household approached to GP officials for registration under MGNREGA or no new member of registered household applied for addition of his name in the job card.*
- ❖ *It is reported that in 50% of the visited villages and GPs Meeting of Gram Sabha has not been held for the last two years on any issue. Gram Pradhan and Sansad Members are approving all the Documents related to MGNREGS and other programmes. It is a very serious issue and in full knowledge of District Magistrate of Purulia. If a Gram Panchayat has lost the confidence of Gram Sabha and Members of Gram Sabha are no more interested to attend the meeting in Chairmanship of present Pradhan or Sansad Members, then GP must be dissolved and an administrator should be appointed by DM for the said Village but District Magistrate of Purulia is willfully*

continuing the GPs who have lost the confidence of Gram Sabha, due to fear of Mafias villagers are not in position to bring No Confidence Motion against the present pradhan and Sansad Members. The Pradhan of these GPs are working as puppet of District Administration.

- ❖ **On checking & verification of Bills & Vouchers of Material purchased** by GPs under MGNREGA, we found that in all the GPs material has been purchased **from those firms which are not registered under Trade Tax & income tax** and the *TDS or other statutory deductions has not been made while making payment to these firms*. Most of the irregularities noticed in the Bills & Vouchers verified raise serious doubts on the fairness and transparency of record keeping system and **call for immediate steps by District authorities (especially in all the NLM Visited GPs)** to check for these cases and also ensure proper compliance in the future.
- ❖ *On verification of meeting resolution registers of Gram Sabha & GP, we found that in most of the villages (07), it was discussed & finalized by Gram Sabha without completing the Quorum of the Meeting of Gram Sabha. In some cases the attendance is as low as 25 members only. There is no such thing like Labour Budget in Proceeding Registers, merely one line mentioning in resolution that such number of Person days will be created in this Financial Year and for the same GP requires such much of Fund that too in the proceeding of approval of Annual Development Plan. No separate Proceeding or resolution is available in any of the visited villages of District-Purulia. Thus discussion & finalization of Development Plan & Shelf of work and Labour Budget by Gram Sabha is seen just a formality, in actual practice it is discussed & finalized by*

Elected Gram Sansad members of respective ward panchayat & Pradhan.

So there is urgent need for Training & Capacity Building of MGNREGA functionaries of Gram Panchayats on this very important issue.

*It is recommended that the Development Plan & Shelf of work under MGNREGA should be discussed and finalized in the Gram Sabha with **Quorum of the Meeting of Gram Sabha**. PRIs must ensure that meeting for Discussion & finalization of Development should be adequately represented by all sections of the society. In order to increase participation of Gram Sabha members, Gram Panchayat may take assistance of BNVs and date & agenda of meeting should be widely circulated and publicized in a mission mode.*

- ❖ We found that the photographs of all willing and registered members of a household are not pasted on Job Card. It should be pasted through a drive/ campaign.
- ❖ In most of the villages, job card entries are not updated regularly. We suggest that once in a year there should be a drive/ campaign for updating all the job cards.
- ❖ As per provision in MGNREGA, all the payment details, wages earned and employment generated should be available for public scrutiny before the payments are made. *After verification of records & interaction with villagers and PRI officials, we found that **in none of the villages visited, all the payment details were made available for Public Scrutiny before payments were made** to workers or material suppliers. PRI officials are not aware about this important aspect of MGNREGA procedures. So there is urgent need for Training &*

Capacity Building of PRIs officials of Gram Panchayats on this very important issue.

- ❖ There is no Monitoring Mechanism for effective monitoring of MGNREGA works. We suggest for State Quality Monitor for monitoring of quality of works done under MGNREGS.

SGSY/NRLM:

- ❖ *There are many villages in the district where no SHGs were formed have many potential and needy persons thus the programme has failed in reaching out to them and the respective Block administration has lacked the initiative to aggressively take up group formation & mobilization efforts. It is also came to our knowledge that easier areas have been targeted and voluntary initiatives of few workers have produced the numbers, a more vigorous efforts and professional planning is needed in ensuring coverage of all. Even if targeting would have been based on the information collected on last BPL survey if not a baseline survey, which is a basic approach to plan any livelihood programme, the coverage could have been better and produced results. **There is urgent need of training & capacity building of officials engaged in group formation and community mobilization for social & financial inclusion of more and more needy persons in SGSY.***
- ❖ *While interacting with Programme Managers and other programme implementing officials of SGSY, we came to conclusion that implementing agency is lacking of professional approach and there is **urgent need of hiring the services of professionals & capacity building of existing manpower.***
- ❖ *The programme implementing agency failed to provide hand-holding support to the SHGs that is evident from the fact that most of the SHGs formed are not involved in economic activities and failed to avail*

credit from financial institutions. So there is urgent need of hiring services of professionals for providing hand-holding support to the SHGs for their revival.

- ❖ Gram Panchayats(GPs) are not all involved in monitoring and supporting of SHGs and federations because entire activity related to SHGs formation, selection of beneficiaries and facilitating financial services is done by Blocks and DRDC, PRIs has no role, so they remain neutral in the whole process and shows disinterest in Monitoring & supporting activities.

We suggest that Gram Sabha/ Gram Panchayat should be entrusted with more & more roles in selection of beneficiaries, formation of SHGs, monitoring of SHGs and individual swarojgaries etc. GP should play vital role in key activities under SGSY and should provide hand-holding support to members of SHGs for the purpose some incentive may be given to Gram Panchayats.

- ❖ It is reported that no SHG in the visited villages has trained, dedicated and paid book keepers, so record management is very poor. Most of the SHGs do not maintain books of accounts, so it is very difficult to measure exact impact of income generation activities and there by their actual income or profit. *Most of the SHGs members interviewed by us in the visited villages have reported that no depth training and help to identify a feasible & suitable activity was provided by the District/Block level functionaries to them. Most of the SHGs have not received training in skills/ economic activities and livelihoods.*

We recommend for immediate training & Capacity building of SHGs members on record management, maintaining books of account and livelihoods activities.

IAY:

- ❖ *We have not found a single case of permanent IAY waitlist displayed / written on the wall of panchayat bhawan or on a prominent place by Gram Panchayat (GP).*

We recommend for displaying permanent IAY waitlist at a prominent place by all GPs of District-Purulia

NSAP:

- ❖ *It is reported that in only 85.71% villages visited most of the potential target beneficiaries are aware about procedures and entitlements under IGNOAPS and in 14.29 % villages some of the potential target beneficiaries are aware about procedures and entitlements under IGNOAPS. Thus awareness level among potential target beneficiaries on procedures and entitlements under IGNOAPS in 14.29% of the visited villages of Purulia is poor. This is also evident from the fact that no awareness campaign/ drive has taken place regarding coverage of NSAP in the visited villages of Purulia as told by beneficiaries during their interviews. **So there is need for creating more & more awareness about IGNOAPS amongst the villagers.***

- ❖ *The practice of quota system is operational in selection of NSAP beneficiaries in District-Purulia which is a major hindrance in achieving universal coverage under NSAP.*

We recommend for abolition of quota system.

- ❖ *There is no grievance redressal mechanism under NSAP in District-Purulia.*

We suggest for a strong grievance redressal mechanism, system for strong monitoring, so that transparency could be brought in the disbursement system.

- ❖ *It is also reported that all the pensioners of all the villages are not satisfied with the pension amount and they think that it should not be less than Rs. 1000/- Per Month. We suggest for considerable increase in pension amount so that effect of inflation (persistent rising of prices) on pensioners could be minimized.*
- ❖ *The periodicity of pension payment is Quarterly in all the villages and in all the villages visited it is mostly delayed. We suggest for evolving such a mechanism that can ensure the regular and timely disbursement of pension amount, so that pensioners could use their amount when they are in need, otherwise social security net has failed to fulfill its objectives.*

PMGSY:

- ❖ *It is reported that 75% of the roads inspected by them were not of good quality, potholes, cracks, depressions and settlements in the pavements were found and time of completion of PMGSY Road in most of the cases is 2-3 years where as it should be completed within one year of date of start. We suggest the District Administration to take sufficient measures to ensure the quality of construction of PMGSY Roads and their timely completion.*

NRDWP:

- ❖ *Out of 7 villages spread all across 03 Blocks; in only 28.57% sample village NLM Team has reported that all of the villagers are having access to sufficient safe water during all seasons and within the village and in 28.57% visited villages most of them have access to sufficient safe water during all season and within the village. In 42.86% visited villages some of them have access to sufficient safe water during all season and within the village.. We suggest for Adoption of appropriate technology, revival of traditional systems, conjunctive use of surface*

and ground water, conservation, rain water harvesting and recharging of drinking water sources and *taking immediate measures for sustainability structure in every village in order to ensure all of the villagers are having access to sufficient safe water during all seasons and within the village.*

- ❖ It is reported that in none of the sample villages in Purulia, FTKs is available at the GP level and in 100% visited villages quality testing is done in laboratories. In none of the sample villages of Purulia any kind of water treatment facility exists in the villages. *We suggest the District Administration as well as Development Block Administration for taking measures for availability of Field Test Kits (FTKs) at GP Level with immediate effect and ensuring that in all villages of Purulia quality testing is done in laboratories in order to have access of safe drinking water by the villagers.*

NBA:

- ❖ During our visit to these villages, we found that no system of Solid Waste Management or Liquid Waste Management is followed in any of the villages visited. One of the prime objectives of NBA is to improve the general quality of life in the rural areas and Solid and Liquid waste Management is one of the key components to address this. SLWM is taken up in a project mode for each Gram Panchayat and assistance from professional agencies. *We suggest for the encouragement of GPs for applying system of Solid Waste Management and Liquid Waste Management in order to make their villages neat & clean i.e. NIRMAL*
- ❖ It is reported that in none of the villages VWSC has been formed. *We recommend for the immediate formation of VWSC in all the villages of Burdwam.*

CHAPTER 5

Findings/ Observations for immediate Follow up Action

In our view followings are the issues need to be tackled urgently:

1. There is urgent need for Training & Capacity Building of PRIs and GP Level Officials for effective implementation of MGNREGA.
2. There is urgent need for adequate efforts for awareness generation by using effective communication tools such as slogan writings on walls of prominent buildings, use of flex hoardings at block levels and at Nyay Panchayat Level, Use of FM Radio, Community Radio and other electronic media, so that message could reach to the weaker sections of the society which are the target group of MGNREGA.
3. There is urgent need for training & Capacity building PRI Officials and making it mandatory that every GP is required to issue a dated receipt of application for employment to every applicant.
4. There is urgent need of Third Party Independent Monitoring/ Evaluation for monitoring of all works under MGNREGA in all the villages to see whether works are carried out as per process and procedures laid down in MGNREGA or not.
5. There is a need for orientation programme for Block Level & District Level Functionaries of MGNREGA.
6. Social Audit should be conducted by Gram Sabha in an open meeting with quorum of Gram Sabha in presence of some district level functionary and one representative of a popular NGO. It is imperative the social Audit should be conducted under the guidance & observation of a social audit expert hired by the district/blocks.
7. In order to ensure public accountability in the implementation of projects, laws and policies, social audit have been given a central role

under the act. *It is reported that in 100% of the visited villages, PRIs members are only somewhat aware about the concept of Social Audit and its provisions, which is a red signal for accountability & transparency in MGNREGA.*

There is an urgent need of training & capacity building of PRIs on every aspect of process & procedures of MGNREGA.

8. *It is reported that in 100% of the visited villages Job Card Application Registers, Job Card Issue Registers and Works Registers have not been updated for more than two years. This is a serious issue and needs to be tackled urgently as it can be inferred from this that no new job card has been issued for the last two years or no new household approached to GP officials for registration under MGNREGA or no new member of registered household applied for addition of his name in the job card. This call for immediate steps by District authorities to check for these cases and also ensure proper compliance in the future.*
9. *It is reported that in 50% of the visited villages and GPs Meeting of Gram Sabha has not been held for the last two years on any issue. Gram Pradhan and Sansad Members are approving all the Documents related to MGNREGS and other programmes. It is a very serious issue. If a Gram Panchayat has lost the confidence of Gram Sabha and Members of Gram Sabha are no more interested to attend the meeting in Chairmanship of present Pradhan or Sansad Members, then GP must be dissolved and an administrator should be appointed by DM for the said Village but District Magistrate of Purulia is willfully continuing the GPs who have lost the confidence of Gram Sabha, due to fear of Mafias villagers are not in position to bring No Confidence Motion against the present pradhan and Sansad Members.*

The Pradhan of these GPs are working as puppet of District Administration.

10. On checking & verification of **Bills & Vouchers of Material purchased** by GPs under MGNREGA, we found that in all the GPs material has been purchased **from those firms which are not registered under Trade Tax & income tax** and the *TDS or other statutory deductions has not been made while making payment to these firms*. Most of the irregularities noticed in the Bills & Vouchers verified raise serious doubts on the fairness and transparency of record keeping system and **call for immediate steps by District authorities (especially in all the NLM Visited GPs)** to check for these cases and also ensure proper compliance in the future.
11. *On verification of meeting resolution registers of Gram Sabha & GP, we found that in most of the villages (07), it was discussed & finalized by Gram Sabha without completing the Quorum of the Meeting of Gram Sabha. In some cases the attendance is as low as 25 members only. There is no such thing like Labour Budget in Proceeding Registers, merely one line mentioning in resolution that such number of Person days will be created in this Financial Year and for the same GP requires such much of Fund that too in the proceeding of approval of Annual Development Plan. No separate Proceeding or resolution is available in any of the visited villages of District-Purulia. Thus discussion & finalization of Development Plan & Shelf of work and Labour Budget by Gram Sabha is seen just a formality, in actual practice it is discussed & finalized by Elected Gram Sansad members of respective ward panchayat & Pradhan.*

So there is urgent need for Training & Capacity Building of MGNREGA functionaries of Gram Panchayats on this very important issue.

12. There is urgent need of training & capacity building of officials engaged in group formation and community mobilization for social & financial inclusion of more and more needy persons in SGSY.
13. While interacting with Programme Managers and other programme implementing officials of SGSY, we came to conclusion that implementing agency is lacking of professional approach and there is urgent need of hiring the services of professionals & capacity building of existing manpower.
14. There is urgent need of hiring services of professionals for providing hand-holding support to the SHGs for their revival.
15. We suggest for evolving such a mechanism that can ensure the regular and timely disbursement of pension amount, so that pensioners could use their amount when they are in need, other wise social security net has failed to fulfill its objectives.
16. We suggest the District Administration as well as Development Block Administration for taking measures for availability of Field Test Kits (FTKs) at GP Level with immediate effect and ensuring that in all villages of Purulia quality testing is done in laboratories in order to have access of safe drinking water by the villagers.