

HI-TECH INSTITUTE OF INFORMATION TECHNOLOGY (HIIT)

NATIONAL LEVEL MONITOR'S REPORT

DISTRICT-WEST SIKKIM, SIKKIM

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.

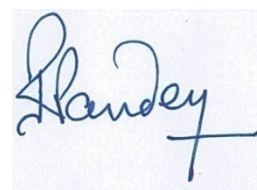
Under this back drop present assignment of Monitoring & Reporting of Centrally Sponsored Schemes of the District-West Sikkim, Sikkim was entrusted to us by Mr. Sithil Sasi, Joint Director (Mon.), Ministry of Rural Development, Government of India. An Expert Team of M/s Hi-Tech Institute of Information Technology (HIIT) visited the District-West Sikkim, Sikkim from 08-05-2013 to 13-05-2013. 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-

West Sikkim, Sikkim, Chapter 2nd is dealing with Performance, Planning & Implementation of the Programmes in the District-West Sikkim, Sikkim, 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- West Sikkim, Sikkim. 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-West Sikkim, Sikkim 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 –WEST SIKKIM, SIKKIM

A two member's expert team of Hi-Tech Institute of Information Technology (HIIT), Lucknow visited District-West Sikkim, Sikkim from 8th May to 13th 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-West Sikkim, Sikkim

S. No.	Name of Block Visited	Name of GP Visited	Name of Villages Visited
1	YUKSOM	Gerethang	Gerethang
2		Meli	Meli
3		Yuksom	Yuksom
4		Thingle Khachodpalri	Thingle
5	KALUK	Tadong Rinchenpong	Tadong Rinchenpong
6		Samdong	Sribadan
7		Deythang	Deythang
8	SORENG	Singling	Singling
9		Soreng	Soreng
10		Timburbong	Timburbong
Tot al		10	10

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.

The Rural Management and Development Department (RMDD) is responsible for the implementation of various centrally Sponsored and State Funded Schemes for poverty alleviation, employment generation, sanitation, capacity building, women's social and economic empowerments, apart from provision of basic amenities and services. Rural Management and Development Department plays a crucial role in the overall development strategy of the state. The mission and objectives of the Department is to correct the developmental imbalances and to accord due priority to development in rural areas by bringing in sustainable and holistic development through a multi-pronged strategy, aiming in the process, to reach out to the most disadvantaged sections of the society. The thrust of these programmes are on all round economic and social transformation in rural areas. The Rural Management & Development Department is responsible to improve the lives of rural poor by implementing various infrastructure developmental and poverty elevation programmes like construction of roads, bridges, houses, toilets, water tanks, play grounds, 100 days job guarantee, house up-gradation, drinking water, distribution of solar lights, bio-gas plants, cooking gas, loans to Self Help Groups, and so on. Not only this, RM&DD is also responsible to build up the self confidence of the rural people by engaging them in administrative process of local self governance by way of devolution of powers to the Panchayats to implement the above schemes. The State of Sikkim has established fully equipped Block Administrative Centers in 29 Blocks so far to assist and support the Panchayat administration in Gram Panchayat Units. The guiding and driving force of Rural Management & Development Department is to endow the Panchayats (Gram Panchayats and Zila Parishad) with such powers and

authority as may be necessary to enable them to function as institutions of self Govt. in Rural areas of the State. The 73rd amendment of Constitution of India has provided social scenario with assured participation of rural people especially women folk and weaker section of society, in achieving their envisaged aspirations and other needs.

In the State of Sikkim *Two Tier of Panchayati Raj System* is in existence. The One is at District Level known as Zila panchayat and the other is at village Level called Gram Panchayat /Village Administrative Center.

The Zilla Panchayat is supported by the District Development cum Panchayat Officer (DDO), Assistant DDO and a Panchayat Inspector. Each Zilla Panchayat has been provided with an Engineering cell and administrative and accounts staff. All heads of the different departments of the districts are under the Zilla Panchayat.

The District Collector is the Ex-officio Secretary of Zilla Panchayat. Each district is well provided with sufficient office facilities through the Zilla Panchayat Bhawan. It is reported that the funds that are sanctioned for different works are placed at the disposal of the District Collector.

As per (section 17(1) of The Sikkim Panchayat Act, 1993) Every Gram Panchayat in its first meeting at which quorum is present elects one of its members to be the Sabhapati and another member to be the UP-Sabhapati of the Gram Panchayat. Thus the Chairperson is not directly elected. The Gram Panchayat elects its own Panchayat Secretary, from amongst its members, which is a unique feature. The Sikkim Panchayat Act has been amended to allow convening of Ward Sabhas (5-9 wards comprise a Gram Panchayat Unit). Funds are routed to the Panchayats only through Rural Development Department and not directly to Panchayats. Funds are transferred to the GPs through banks. The State has agreed to adopt the system suggested by

Ministry of Panchayati Raj (MoPR) for the transfer of 12th FC Funds through banks. Panchayats are free to plan and implement programmes using these funds, subject to broad conditionality aimed at human development, infra-structural development, health, welfare, skill development, small scale industries, village tourism, afforestation and conservation of the environment, economic upliftment of the dis-advantaged and the vulnerable sections of the rural society and promotion of sports. The devolved functions are administered by elected Panchayat representatives assisted by State Government employees posted to the Panchayats. One Panchayat Assistant and Office helper has been posted to each of the 166 GPs. An interesting aspect of GP level arrangements is that the Panchayat 'Secretary' is elected from amongst the elected Panchayat representative. Progressively, line department functionaries of a few departments are being posted to the Gram Panchayats, For example, DFO has now been posted with the ZP. The state has notified appointment of guardian officers for each Gram Panchayat, not below the rank of Deputy Secretary. These guardian officers are to guide the Gram Panchayats in convening, conducting Gram Sabhas and preparation of Village Plans. Offices have been established in every Gram Panchayat Unit under the name of Gram Prasashan Kendras. This is the administrative centre of the Gram Panchayats where all line department officials and Panchayat members have their office for local administration. Sikkim has established District Planning Committees in accordance with Article 243-ZD of the Constitution. District plans are prepared on the basis of village/block level plans. DPC is chaired by the elected chairperson of the Zilla Panchayat. All ZP members are members of DPC (around 25 per district) and about 10 – 12 stakeholders are nominated as Members. To facilitate the planning work, in each of the four districts of Sikkim there is a District Planning Committee. It is reported that the District Planning Committee consolidates the plans prepared by the Gram Panchayats and the Zilla Panchayat based on which a

draft development plan for the entire district is prepared. The chairman of District Planning Committee forwards this development plan, as recommended by the committee to the State Government for further action. There is some degree of village planning going on with the involvement of the Gram Sabha, as untied funds are placed with the Panchayats for the same. Gram Sabhas are conducted at least twice a year.

Functions and Duties:

The Rural Management & Development Department is assigned with the duty of assisting the PRIs in discharging of its constitutional obligations. The main functions and duties of the offices and employees working in the department are:-

1. Providing administrative frame-work for smooth functioning of the PRIs.
2. Rendering assistance in implementing schemes and projects through PRIs.
3. To Extend the technical support and know how to PRIs in order to execute various development schemes at the different levels.
4. Providing appropriate forum for redressal of grievances of rural people concerning the Department.
5. Arranging training programme and courses suitable to cater to the needs of PRIs and rural masses.
6. Rendering help in connection with election of PRI bodies.
7. Affording forum of planning at the micro level and consolidating them at the District level through constitutional bodies of State District Planning Boards.

9. Mobilizing women the rural area to make them aware of their social needs and strengthen their economic status.

The programmes -The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), Swarnjayanti Gram Swarojgar Yojana (SGSY) / National Rural Livelihood Mission (NRLM) and Indira Awas Yojana (IAY) are being implemented by Additional District Collector (Development) / District Development Officer, Rural Management & Development Department (RMDD) through its Block Development Officers (BDOs) at Block Level. The Additional District Programme Coordinator (ADPC) MGNREGA at District level coordinates with all the Block Development Officers (BDOs)/ Programme Officers (POs) under the guidance and instructions of Additional District Collector (Development). Additional District Collector (Development) is also functioning as District Programme coordinator MGNAREGA.

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. Every Gram Panchayat in its first meeting at which quorum is present elects one of its members to be the Sabhapati and another member to be the UP-Sabhapati of the Gram Panchayat. Thus the Chairperson is not directly elected. The Gram Panchayat elects its own Panchayat Secretary, from amongst its members, which is a unique feature.

In case of **MGNREGA** Panchayati Raj Institutions (PRIs) have principal role in planning & implementation both. Annual work Plan and Labour Budget should be prepared and approved by Gram Sabha in an open meeting. The shelf of projects should also be prepared on the basis of priority assigned by Gram Sabha. *In District-West Sikkim, Sikkim, We found that Development Plan & Shelf of work is prepared by Gram Sabha and is*

approved by Gram Sabha without quorum of meeting & the meeting is not adequately represented by all section of society. The labour budget is prepared by APO/PO-MGNAREGA and is also presented for approval of Gram Sabha 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). *In District- West Sikkim, Sikkim, 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 Programme Officer (PO)-SGSY/NRLM at District level, Mukhiya Sevika at Block level and Gram Sevika at GP level. Programme Officer (PO)-SGSY/NRLM at District level directly reports to Additional District Collector (Development).*

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- West Sikkim, Sikkim, We found that selection of beneficiaries is not done on the basis of permanent IAY waitlist as it has not been prepared yet because the BPL list 2002 is not available for the State of Sikkim, instead it*

is done on the basis of recommendation of Gram Sabha & BPL List Prepared by State of Sikkim as per BPL Census 2007 conducted by State of Sikkim. 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 Social Welfare Officer (DSWO), *West Sikkim, Sikkim*, assisted by Social Welfare Inspectors 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 West Sikkim, Sikkim, ,We observed and found that no campaign has been made by district/ block level officials for selection of beneficiaries under 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) as per guideline instead the beneficiaries are selected amongst the pensioners/beneficiaries of Sikkim Government Pension Scheme. No Annual Verification of Pensioners has been conducted. Universal coverage of NSAP has not been achieved in West Sikkim as we came across a number of eligible beneficiaries in almost every GP.*

National Rural Drinking Water Programme (NRDWP) in *West Sikkim, Sikkim*, 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- West Sikkim, Sikkim, 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. In most of the villages of West Sikkim, Sikkim, there exist water treatment facility & sustainability structure for safe water sources of good quality assisted from natural springs.*

Nirmal Bharat Abhiyan (NBA) in *West Sikkim, Sikkim*, 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 West Sikkim, Sikkim, We found that in all the villages all of the residents have access to IHHLs of good quality constructed by their own resources/TSC and up to some extent assisted by Government of Sikkim. PRIs played very vital role in Planning, implementation and monitoring of Total Sanitation Campaign (TSC). **The State of Sikkim has been declared as NIRMAL RAJYA.***

Financial and Physical Progress For the FY:2012-13 of MoRD Programmes in District- *West Sikkim, Sikkim*, as obtained from RMDD *West Sikkim, Sikkim*, 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 –West Sikkim, Sikkim

FINANCIAL PROGRESS:

The Financial Progress Report (FY: 2012-13) as compiled in Format “A” and duly certified by the District Collector and Additional District Collector (Dev), West Sikkim, Sikkim 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. 426.52 Lakhs. The Central Government has released Rs. 3107.29 Lakhs in FY: 2012-13, the state release in the FY: 2012-13 was Rs. 100.00 Lakhs, the other receipts in this account in the FY: 2012-13 stood at Zero. Thus the total funds available in this account in FY: 2012-13 is Rs. 3633.81 Lakhs out of which Expenditure Incurred in this account up to 31.03.2013 was Rs. 3614.78 Lakhs which is about 99.48 % of the total available fund.

SGSY/NRLM: The opening balance of this account as on 01.04.2012 was Rs. 2.41 Lakhs, the Central Release in this account in the FY: 2012-13 was Rs. 15.87 Lakhs, the State Release in the same period is Zero. Thus total funds available in this account in the FY: 2012-13 is Rs. 18.28 Lakhs. The amount of Expenditure Incurred in this account up to 31.03.2013 was Rs. 18.28 Lakhs which is 100 % of the total available fund in the FY: 2012-13.

IAY: The opening balance of this account as on 01.04.2012 was Rs. 86.5725 Lakhs, the Central Release in the FY: 2012-13 was Rs. 347.0975; the State Release in the same period was Zero and the other receipts in this account in FY: 2012-13 also stood at Zero. Thus the total funds available in this account in FY: 2012-13 was Rs. 433.67 Lakhs. The Expenditure incurred in the FY: 2012-13 up to 31.03.2013 is Rs. 326.4478 which is 75.28 % of the total available fund.

NSAP: The opening balance of this account as on 01.04.2012 was Zero, the Central Release in this account in FY: 2012-13 was Rs. 40.00 Lakhs, the State Release in the same period was Zero. Thus total funds available in the FY: 2012-13 is Rs 40.00 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 40.00 Lakhs which is 100% of the total funds available in the FY: 2012-13.

PMGSY: The opening balance of this account as on 01.04.2012 was Zero, the Central Release in this account in FY: 2012-13 is Rs. 1738.89 Lakhs; the State Release in the same period is Zero. Thus total funds available in the FY: 2012-13 is Rs 1738.89 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 1738.89 Lakhs which is 100% of the total fund available in the FY: 2012-13.

IWMP: The opening balance of this account as on 01.04.2012 was Zero, the Central Release in this account in FY: 2012-13 is Rs. 40.05 Lakhs; the State Release in the same period is also Zero and the other receipts in this account in FY: 2012-13 stood at Zero. Thus total funds available in the FY: 2012-13 in this account is Rs 40.05 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 37.55 Lakhs which is 93.76 % of the total fund available in the FY: 2012-13..

NRDWP: The opening balance of this account as on 01.04.2012 was Zero, The Central Release in this account in the FY: 2012-13 is Rs. 40.08 and the State Release for the same period is Zero, thus the total available fund in the FY: 2012-13 was Rs. 40.08 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Zero, Thus the total fund available remained unutilized in the FY: 2012-13.

TSC: The opening balance of this account as on 01.04.2012 was Rs. 0.23463 Lakhs, The Central Release in this account in the FY: 2012-13 is Zero and the State Release for the same period is Rs. 14.38 Lakhs, thus the total available fund in the FY: 2012-13 was Rs. 14.6146 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2013 is Rs. 15.45 Lakhs which is more than 100 % 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 Collector and Additional District Collector (Dev), West Sikkim, Sikkim is being annexed along with this Report.

Briefly summarized outcomes are as follows:

MGNREGA:

In the FY: 2012-13, no target for employment generation was fixed however 17.6 Lakhs Person days employment was generated by 31.03.2013. Likewise no target for work sanctioned was fixed in FY: 2012-13, however 250 units’ works were sanctioned by 31.03.2013. No target for works carried forward from previous years was fixed, however 313 units of works was carried forward from the previous year. Similarly no target for works to be completed in FY: 2012-13 was set, however work of 396 units was completed by 31.03.2013.

SGSY/NRLM:

In the FY: 2012-13, the target for SHGs formation was fixed at 10 and 10 SHGs was formed till 31.03.2013 which is 100 % of target. It was targeted that 76 Individual Swarozgaries will be assisted in the FY: 2012-13, and 76 Individual Swarozgaries was assisted up to 31.03.2013, which is 100% of the Target. It was also targeted that RMDD will assist 148 members of SHGs and 148 members of SHGs were assisted by 31.03.2013 which is 100 % of the target.

IAY:

The target for new dwelling of IAY houses in the FY: 2012-13 was fixed at 950 and 649 IAY cases were sanctioned up to 31.03.2013 which is 68.32% of the target and target for up gradation of IAY houses was fixed at 24 in

the FY: 2012-13, however. Only 7 cases were sanctioned up to 31.03.2013 which is only 29.16% of the target.

PMGSY:

The target for No. of PMGSY Roads to be completed in the FY: 2012-13 was fixed at 8 Nos. and by 31.03.2013 only 3 Nos. of roads were completed, which is only 37.50% of the target. It was targeted that at the end of FY: 2012-13, 25.796 Kms of PMGSY road will be constructed, however only 10.99 Kms of PMGSY roads were completed by the end of FY: 2012-13 which is 40.60% of the target for FY: 2012-13.

NSAP:

The target for IGNOAPs beneficiaries was fixed in the FY: 2012-13 at 5419, and 5419 IGNOAPs beneficiaries were benefitted by the scheme up to 31.03.2013 which is 100% of the target. The target for NFBS beneficiaries was fixed at 05 and 05 families were assisted under National Family benefit Scheme (NFBS) in the FY: 2012-13, which is 100% of the target.

IWMP:

No physical progress has been reported by PIA in the Financial Year 2012-13 as only entry point activities has been done.

NRDWP:

The target for covering 1229 habitations and 18 Schools under NRDWP was fixed for the Financial Year 2012-13 but up to 31.03.2013 only work orders were issued, no physical progress has been achieved in the Financial Year 2012-13 under NRDWP in West Sikkim.

NBA: No target was fixed for providing IHHLs however it was targeted that 13 No. of toilets will be provided in schools under TSC/NBA in the Financial Year 2012-13, the same was provided up to 31.03.2013.

PLANNING & IMPLEMENTATION:

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-West Sikkim, Sikkim 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 NGO known as Voluntary Health***

Association of Sikkim (VHAS) nominated by Government of Sikkim and a village level committee.

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 MGNAREGA. 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*.

In the District-West Sikkim, Sikkim, no Awareness is generated by PRIs at any level through Information, Education and Communication (IEC).

SGSY/NRLM: In District-West Sikkim, Sikkim 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 Programme Officer (PO)-SGSY/NRLM at District level, Mukhiya Sevika at Block level and Gram

Sevika at GP level. The Programme Officer (PO)-SGSY/NRLM at District level directly reports to Additional District Collector (Dev).

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 Programme Officer (PO)-SGSY/NRLM and a supervisor at Block Level.

As for as Individual Swarojgaris are concerned in some cases the selection of individual beneficiaries are done by Gram Panchayats or in other cases it is proposed by Panchayat Secretary.

IAY: The selection of beneficiaries in IAY is done by Gram Sabha based on BPL List 2007 prepared by Government of Sikkim and 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 **all IAY houses are with Sanitary Latrine and all IAY houses are without Smokeless Chulla.** In most of the cases the quality of construction of IAY houses is very good. *In the State of Sikkim there is convergence of IAY with Chief Minister's Rural Housing Mission (CMRHM)-an initiative of Government of Sikkim to provide Pucca House to Rural Poor, Multi-Sectoral Development Programme (MSDP)-an initiative of Ministry of Minority Affairs (MoMA), Government of India for providing Pucca House along with Electricity & Sanitary facilities to Poor candidates belonging to Minority Communities and MGNREGA for Land Development in order to construct an IAY house.* IAY component is Rs. 48,500/=. The amount of Financial Assistance from MGNREGA is Rs. 50,000/= for land Development. The amount of Financial Assistance from CMRHM is Rs. 3.50 Lakhs along with an incentive of Rs. 10,000/= for those who complete the construction of IAY

house within stipulated time of 6 months. Basic Minimum Standards of CMRHM house are: **Total Floor area should not be less than 600 Sq feet, Cement Concrete Masonry foundation, single brick wall with RCC frame, Cement Concrete Flooring, GCI on wooden truss roofing and minimum one toilet with septic tank.**

NSAP: NSAP being implemented by District Social Welfare Officer, West Sikkim assisted by Social Welfare Inspectors at District Level and through Block Development Officer (BDO) at Block Level. At GP Level it is ward members of Ward Panchayat 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 but in West Sikkim ,We observed and found that no campaign has been made by district/ block level officials for selection of beneficiaries under 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) as per guideline instead the beneficiaries are selected amongst the pensioners/beneficiaries of Sikkim Government Pension Scheme.*

PMGSY: In West Sikkim PMGSY is implemented by RMDD by engaging private as well as government contractors. During our visit, we found that the quality of most of the Roads is very poor and no PMGSY road is being completed with the stipulated time. Most of the PMGSY roads are completed in 4-5 years.

IWMP: In case of Integrated Watershed Management Programme (IWMP), the implementing agency is Divisional Forest Officer (DFO). The Yuksam watershed is spread across the Rimbi – Rathong watershed in Western part of Sikkim. The watershed comprised of a cluster of 5 micro-watersheds with 19 Gram Panchayat Ward under 4 Gram Panchayat Unit. Out of the total area of 5307.3 ha, 4450 hectare under five micro watersheds of Yuksam watershed has been purposed for treatment under IWMP – I during 2012-2015. The village ranges from 948 metre to 2200 metre from the mean sea level and lies along the Rimbi and Rathong Watershed. The Total cost of the project is 6.675 Corers with a total project period of 4 to 7 years.

The Local Panchayat from each Panchayat ward is involved during the preparation of the Detailed Project report or for the matter while conducting the PRA exercises. However, due to the last Panchayat poll the Panchayat members representing the executive committee of the Watershed committee have become invalid. The reconstitution of a new executive committee by incorporating at least a new Panchayat member has been found to be necessity and has been constituted.

NRDWP: NRDWP in West Sikkim 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 Village Water & Sanitation Committee (VWSC) at GP Level.

NBA: TSC in West Sikkim 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. *We have not seen a single case of open defecation. The state has been declared as NIRMAL RAJYA.*

CHAPTER 3

Programme wise Findings

A two member's expert team of Hi-Tech Institute of Information Technology (HIIT), Lucknow visited District-West Sikkim, Sikkim from 8th May to 13th 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-West Sikkim, Sikkim our *programme wise findings are as follows*:

MGNREGS: For MGNREGS in District-West Sikkim, 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	10	00.00	100.00	0.00

Table 3.1 shows that all people are not aware for articulating their demand and seeking job under the act, in 100% i.e. in all the visited villages, people are aware up to only some extent for articulating their demand and seeking job under the act.

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	0.00	100	0.00	0.00	0.00	100	0.00	0.00	0.00	100

During our visit to 10 Villages of 03 blocks of District-West Sikkim, 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 100% i.e. in the entire visited village is poor.
- Similarly it can also be seen from table 3.2 that efficacy of communication tools used for awareness generation in the 100% i.e. in the entire visited villages is poor.
- It is also evident from table 3.2 that reach of the message to marginalized/ weaker sections of the society in the 100% i.e. in the entire visited villages 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			
	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
10	100.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	0.00	0.00	0.00	100.00

On the basis of interactions with villagers and workers of 10 villages of District-West Sikkim, the data was recorded and is tabulated as in table 3.3, which clearly shows :-

- That in 100 % visited villages, all the sections are aware that they can demand work of 100 days when they are in need.

- That in 100% i.e. in all 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 100% i.e. in all 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 is good, but level of awareness regarding 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 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
10	0.00	0.00	100.00

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 100% of the visited villages, PRIs members not at all aware about the concept of Social Audit and its 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 some of the cases job cards do not have the photographs of all the registered household members and in all most all of the cases photographs of applicants are not pasted on Job Card Issue Register.

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 Sabhapati /Ward Members of Ward Panchayats /GP Secretary /GRS that now work is available, if you wish you can work.

It is reported that in none of the visited villages of West Sikkim acknowledgement receipt is 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 with in the stipulated time seems to have been diluted at the grass root levels.

The District-West Sikkim 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-West Sikkim, 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.
- ❖ We have not found deficiency of employment opportunities for the job seekers and in 100% i.e. all the villages visited, all the job card holders were either given work within 15 days of demand.
- ❖ 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 90% job cards have photographs of all the adult registered members of household. The job card issued during the first few years of NREGA implementation were

mostly having photographs of head of the household or any one member only, presently that account for 15% only.

- ❖ On checking & verification of job cards, we found that in all the villages, only in 26% 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 74% villages entries made in many job cards were not matching with respective muster rolls.** Most of the irregularities noticed in the job cards verified raise serious doubts on the fairness and transparency of record keeping system and **call for immediate steps by District authorities (especially GP- Yuksom, Singling, Soreng, Timburbong, Gerethang, Melli, Thingle, and Deythang)** to check for these cases and also ensure proper compliance in the future.
- ❖ 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 only in 20% villages visited** and in GPs- **Yuksom, Singling, Soreng, Timburbung, Gerethang- Negative Opening of Cash Book on 01.04.2013, Meli, Thingle and Dethang, cash book is maintained but not updated and the entries of cash book is not matching with that of Muster Rolls.** For example –*closing balance in Bank pass book for 31.03.2013 in GP- Thingling Khechuperi of Yuksom BAC is Rs. 1003.00 but in cash book only Rs. 1000.00 has been shown as closing balance as on*

31.03.2013. Thus there is a serious irregularities in accounting and as per above record misappropriation of fund can easily be seen and detected in GP- Thingling Khechuperi of Yuksom BAC. The reason for not updating cash book as reported by the GP officials is lack of training, shortage of manpower and their other engagements.

- ❖ In all the visited villages of BAC-Yuksom, we found that the Fund for wages payment under MGNREGA has been released by BAC/ District Administration in the month of May 2013 and Bank Pass Book shows the realization of these fund in the month of May 2013 but in cash book of the GPs of BAC-Yuksom it has been entered on 30.03.2013, likewise bank pass book of these GPs shows that they are maintaining cash in their bank account ranging from Rs. 1000-3000/= in the month of March 2013 but Cheques amounting several lakhs Rupees have been issued by these GPs on 30.03.2013, being aware about the fact that issuing a cheque without sufficient balance in bank account is an criminal offence and the cheque issuing authorities are punishable under Negotiation Instrument Act 138 of IPC. For example the bank balance of MGNREGA account of GP-Thinling Khechuperi as on 30.03.2013 is Rs. 1003/= only but cheque No. 491461 bearing amount Rs. 4,03,124.00 and cheque No. 491462 bearing amount Rs. 16,70,408.00 has been issued this GP on 30.04.2013. Like wise this GP received cheque no. 337571 bearing amount Rs. 20, 73, 532.00 from BAC-Yuksom in the month of May 2013 for wages payment under MGNREGA and cheque was deposited in the account of this GP in the month of May 2013 and this cheque get realized on 7.05.2013, however the entry of this cheque has been made in cash book of this GP on 30.03.2013. Most of the irregularities noticed in the job cards verified raise serious doubts on the fairness and

transparency of record keeping system and **call for immediate steps by District authorities (especially GP-Yuksom, Gerethang, Melli, and Thingle)** to check for these cases and also ensure proper compliance in the future.

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 Sikkim payment of wages are made on daily basis and wage rate is Rs. 135/- 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-West Sikkim.*

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
10	0.00	0.00	0.00	0.00	50.00	50.00

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 100% i.e. all the villages visited, the wages are not paid on time. In 50% villages, it is mostly delayed and in 50% 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
10	0.00	0.00	0.00	0.00	100.00

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	30.00	70.00

- 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% i.e. all the villages visited, cases of delay in payment of wages have been attributed due to various other reasons such as shortage of technical staff , non availability of funds at Gram Panchayat Level and delay in transfer of funds from bank to bank due to poor internet connectivity.
- It can also be easily seen from table 3.5 (b) & 3.5 (c) that extent of delay and frequency of delay in 30% villages it is Four weeks and in 70% 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
10	20.00	14.00	0.00	100.00	0.00	0.00	0.00

- *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 only in 20% villages such convergence has taken place, the convergence of MGNREGA is with IAY & Chief Minister's Rural Housing Mission (CMRHM), where Financial Assistance of Rs. 50,000.00 is for land development for construction of CMRHM & IAY house. The average*

number of MGNREGA work taken up in convergence with IAY & CMRHM is 14.

- *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 10 villages visited.*
- *Table 3.6 reflects that in all the 10 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 10 villages visited.*
- *It is evident from table 3.6 that in none of the visited villages, all the works under MGNREGA is monitored by Block Level Officials. The reason for not monitoring all works by block level officials, as reported by the Block Level officials is shortage of manpower and their other engagements.*

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
10	00.00	00.00	100.00

- 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 in all the villages visited, the Development Plan & Shelf of work were discussed and finalized in the Gram Sabha but on verification of meeting resolution registers, we found that in all the visited villages, it was discussed & finalized by Gram Sabha without completing the Quorum of the Meeting of Gram Sabha. Thus discussion & finalization of Development Plan & Shelf of work by Gram Sabha is seen just a formality, in actual practice it is discussed & finalized by ward members of respective ward panchayat & Panchayat Secretary.*

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	00.00	0	0	0.00	0.00	0.00	0.00

- It is evident from table 3.8 that in none of the villages visited; the Social Audit of all works under MGNREGA has been conducted. The **reason for not conducting social audit by Gram Sabha** is revealed by Block Level Officials, District Level Officials as well as PRIs is that the Government of Sikkim has nominated a NGO named as *Voluntary Health Association of Sikkim (VHAS) for conducting social audit in every GP with the help of a village level Committee, for the last two years VHAS has not fixed any date for conducting Social Audit, So for the last two years no social audit has been conducted in any of the GP of West Sikkim. When we contacted to District Programme Coordinator MGNREGA for knowing the facts, he simply replied he is helpless as VHAS has been nominated by Government of Sikkim, he has written many times to the Director VHAS for fixing date of social Audit but failed to get any response from VHAS.*

- It is also evident from table 3.8 that in none 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.
- While interacting with villagers & PRIs and verification of proceeding registers, we came to know that in order to bring transparency in implementation of MGNREGA, “**Local Vigilance Committee**” has been constituted in every ward sabha in West Sikkim but when we interacted with some members of the Local Vigilance Committee, it was revealed by them that due to lack of awareness and training about process & procedures of MGNREGA, they are not able to perform the vigilance & monitoring work in proper way.

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) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

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) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

After discussion with villagers, GP Officials and verification of records, we came to conclusion that GP Level Officials of MGNREGA & PRI Officials are not aware about the concept of Labour Budget and they are mixing the Labour Budget with the finalization of Development Plan & Shelf of works by Gram Sabha. GP Level Officials of MGNREGA & PRI Officials are not aware about the provision of approval of Labour Budget of MGNREGA by Gram Sabha. Labour Budget is prepared by Block Level Officials and is endorsed by Sabhapati , Panchayat Secretary and ward members of ward panchayat.

S. No. 3: GP's response on reasons for delays in payment of wages.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

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 due to poor internet connectivity.

S. No. 4: GP's response on reasons for not making payments details available for public scrutiny.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

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. 5: Name of schemes, type of assets created in convergence.

Village(s) : [THINGLE], [YUKSOM],

In villages-Thingle & Yuksom of BAC-Yuksom, West Sikkim, there is a convergence of MGNREGA with Chief Minister's Rural Housing Mission (CMRHM)-an initiative of Government of Sikkim for providing houses to rural poor & IAY. The convergence is for land development for construction of Pucca House. The financial Assistance is up to Rs. 50,000/= per case. In Village -Thingle there are 12 such cases and in village-Yuksom there are 16 such cases of convergence in FY: 2012-13.

S. No. 6: Programme Officer/ Block Level Officials' response on not being able to monitor all the works.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

The Programme Officers and Block Level Officials concerned told us that they have not been able to monitor all the works under MGNREGA because of shortage of staff and their other engagements. It was told to us that sometime one APO/ PTA-JE has to look after two to three Development Blocks.

S. No. 7: GP's response on reasons in failing to conduct social audit of all the works under MGNREGA.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

The reason for not conducting social audit by Gram Sabha is revealed by Block Level Officials, District Level Officials as well as PRIs is that the Government of Sikkim has nominated a NGO named as Voluntary Health Association of Sikkim (VHAS) for conducting social audit in every GP with the help of a village level Committee, for the last two years VHAS has not fixed any date for conducting Social Audit, So for the last two years no social audit has been conducted in any of the GP of West Sikkim. When we contacted to District Programme Coordinator MGNREGA for knowing the facts, he simply replied he is helpless as VHAS has been nominated by Government of Sikkim, he has written many times to the Director VHAS for fixing date of social Audit but failed to get any response from VHAS.

S. No. 8: Reasons why no social audit has been conducted during the year 2012-13.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

The reason for not conducting social audit by Gram Sabha during the year 2012-13 as given by Block Level Officials, District Level Officials as well as PRIs is that the Government of Sikkim has nominated a NGO named as Voluntary Health Association of Sikkim (VHAS) for conducting social audit in every GP with the help of a village level Committee, for the last two years VHAS has not fixed any date for conducting Social Audit, So for the last two years no social audit has been conducted in any of the GP of West Sikkim.

S. No. 9: Reasons why no social audit has been conducted during the year 2013-14.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

The reason for not conducting social audit by Gram Sabha during the year 2013-14 as given by Block Level Officials, District Level Officials as well as PRIs is that the Government of Sikkim has nominated a NGO named as Voluntary Health Association of Sikkim (VHAS) for conducting social audit in every GP with the help of a village level Committee, for the last two years VHAS has not fixed any date for conducting Social Audit, So for the last two years no social audit has been conducted in any of the GP of West Sikkim.

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.

Out of 03 visited Development Blocks/ Block Administrative Centers SGSY is operational all the 03 BACs, NRLM have not been introduced in any of the visited BACs of West Sikkim.

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 West Sikkim. So no external CRP has provided training/ assisted any SHG in West Sikkim
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. Only 4 SHGs of Two villages out of the 10 visited villages have received training in skills/ economic activities/ livelihoods. One SHG in Village-Meli (Kushion Making) and three SHGs in village-Yuksom (Cutting & Tailoring) have received skill development training. No other SHG has received skill development training in any of the visited villages.

Social Mobilization:

- In 90% villages visited, up to 80% to 100% BPL/ poorest of the poor households have been mobilized into SHGs.
- In 10% villages visited, up to 80% of the BPL/poorest of the poor households have been mobilized into SHGs.
- In 100% i.e. all the villages, more than 74% SC/ST households have been mobilized into SHG.

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 10 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 44% 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. 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 44% SHGs were able to receive credit under SGSY, thus only 44% SHGs were credit linked. A majority of SHGs which needed much support and assistance from Blocks/RMDD 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 except one SHG of village Singling named as Deoralli, who defaulted on repayment of subsidy linked bank loan.*

Defunct Groups under SGSY:

It is observed that due to many reasons and failures, a large number about 40% 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	BAC
1	Lucky SHG	14.06.2006	02-Lungtung	Soreng	Soreng
2	Kanchan SHG	04.05.2006	02-Lungtung	Soreng	Soreng
3	Paribartan SHG	17.06.2006	03-Nesorgoan	Soreng	Soreng
4	Kiran Jyoti SHG	31.05.2006	04-Magarjung	Soreng	Soreng
5	Jiwan Himalaya SHG	15.02.2006	03-Nesorgoan	Soreng	Soreng

6	Laligurash SHG	15.02.2006	01-Singling	Singling	Soreng
7	Unnatisal SHG	03.08.2007	01-Gumpadara	Singling	Soreng
8	Daisy SHG	19.09.2009	01-Gumpadara	Singling	Soreng
9	Singiango SHG	16.07.2008	02-Ogeng	Singling	Soreng
10	Ajambari SHG	04.08.2007	03-Singling	Singling	Soreng
11	Orantal SHG	08.06.2006	04-Khundurkey	Singling	Soreng
12	Shayul SHG	23.12.2007	04-Khundurkey	Singling	Soreng
13	Kanchan SHG	11.10.2006	05-Phuncheybong	Singling	Soreng
14	Shekmari SHG	22.08.2009	01-Gairigaon	Timburbong	Soreng
15	Lotus SHG	03.02.2006	01-U-Gerethang	Gerethang	Yuksom
16	Devidham SHG	05.03.2006	01-U-Gerethang	Gerethang	Yuksom
17	Sunkoshi SHG	25.07.2006	02-Tamatam	Gerethang	Yuksom
18	Satya Sagar SHG	24.08.2005	03-L-Gerethang	Gerethang	Yuksom
19	Pragati SHG	24.08.2005	03-L-Gerethang	Gerethang	Yuksom
20	Ajambari SHG	20.12.2005	03-L-Gerethang	Gerethang	Yuksom
21	Kanchenjunga SHG	24.08.2006	03-L-Gerethang	Gerethang	Yuksom
22	Saipatri SHG	11.08.2005	03-L-Gerethang	Gerethang	Yuksom

23	Deorali SHG	13.12.2005	04-Upper labing	Gerethang	Yuksom
24	Chandeybung SHG	20.12.2005	04-Upper labing	Gerethang	Yuksom
25	Birkuna SHG	04.03.2006	04-Lingyang	Gerethang	Yuksom
26	Lassori SHG	28.03.2006	06-Lower Labing	Gerethang	Yuksom
27	Waberi SHG	08.08.2006	06-Lower Labing	Gerethang	Yuksom
28	Welcome SHG	08.08.2006	06-Lower Labing	Gerethang	Yuksom
29	Chitiz SHG	27.10.2006	06-Lower Labing	Gerethang	Yuksom
30	Rimbi Lodung SHG	26.07.2006	06-Lower Labing	Gerethang	Yuksom
31	Amarjyoti SHG	23.04.2007	05-Gufadara	Yuksom	Yuksom
32	Sayapatri SHG	18.06.2006	06-Dubdi	Yuksom	Yuksom
33	Evergreen SHG	12.03.2006	Thingle-I	Thingle Khecheoperi	Yuksom
34	Neychamkit SHG	12.05.2006	04-Tshozo	Thingle Khecheoperi	Yuksom
35	Mayal SHG	05.03.2006	04-Tshozo	Thingle Khecheoperi	Yuksom
36	Deorali SHG	12.03.2006	05- Khecheoperi	Thingle Khecheoperi	Yuksom

37	Tathang SHG	18.05.2006	Lower Meli	Meli	Yuksom
38	Laximisewa SHG	20.04.2006	Lower Meli	Meli	Yuksom
39	Yuwakalyan SHG	25.07.2006	05-Singlitam	Meli	Yuksom
40	Juni SHG	20.03.2006	06-Timbrong	Meli	Yuksom
41	Sataysagar SHG	12.06.2006	06-Timbrong	Meli	Yuksom
42	Samajsewa SHG	23.03.2006	07-Topung	Meli	Yuksom
43	Laxmi SHG	23.03.2006	07-Topung	Meli	Yuksom

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 PO-SGSY, 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 surprising that in none of the villages of West Sikkim the IAY waitlist has been finalized. The reason for not finalizing the IAY waitlist as given by District Level Implementing Agency is that BPL List 2002 is not available for the state of Sikkim.

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. Since IAY waitlist has not been finalized, hence this provision of IAY is not in practice in any of the village of West Sikkim. **The beneficiaries are selected on the basis of BPL List 2007, prepared by Government of Sikkim followed by recommendation of Gram Sabha.**

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.

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 10 villages visited by us, no case of providing homestead sites is reported.

Verification of Houses

During our visit in 10 villages, we have verified 100 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

80% of the verified houses were found complete and occupied, 20% were under construction.

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, however, we found that out of completed IAY houses, *there is no IAY house in the visited villages having smokeless chullahs.*

We have found that in 90% 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 wherein it is reported that IAY logo was found in only 25% of the completed houses.

The quality of construction of the IAY houses verified by us on the basis of parameters defined is Good.

Verification of Houses – Incomplete houses

In 10 villages visited by us, a total of 100 houses were verified. Out of them 20% houses were found incomplete. *18% of the incomplete houses were sanctioned at least 2 years before.*

We probed on the reasons for delayed incomplete houses and it is reported that 18% houses were found incomplete because beneficiaries failed to make their own contribution as in Sikkim it is mandatory before release of 2nd installment of IAY.

Convergence of IAY with other Schemes:

In the State of Sikkim there is convergence of IAY with Chief Minister's Rural Housing Mission (CMRHM)-an initiative of Government of Sikkim to provide Pucca House to Rural Poor, Multi-Sectoral Development Programme (MSDP)-an initiative of Ministry of Minority Affairs (MoMA), Government of India for providing Pucca House along with Electricity & Sanitary facilities to Poor candidates belonging to Minority Communities

and MGNREGA for Land Development in order to construct an IAY house. IAY component is Rs. 48,500/=. The amount of Financial Assistance from MGNREGA is Rs. 50,000/= for land Development. The amount of Financial Assistance from CMRHM is Rs. 3.50 Lakhs along with an incentive of Rs. 10,000/= for those who complete the construction of IAY house within stipulated time of 6 months. Basic Minimum Standards of CMRHM house are: Total Floor area should not be less than 600 Sq feet, Cement Concrete Masonry foundation, single brick wall with RCC frame, Cement Concrete Flooring, GCI on wooden truss roofing and minimum one toilet with septic tank.

Clarifications/Description of issues based on NLM's Observation

S. No. 10: GP's response on reasons for failing in finalizing permanent IAY waitlist so far.

Village(s) : [DEYTHANG], [SHRIBADAN], [TADONG RINCHENPONG], [SINGLING], [SORENG], [TIMBURBONG], [GERETHANG], [MELI], [THINGLE], [YUKSOM]

The reason for not finalizing the IAY waitlist as given by District Level Implementing Agency as well as GPs is that BPL List 2002 is not available for the state of Sikkim.

National Social Assistance Programme (NSAP):

The National Social Assistance Programme (NSAP) comprises Indira Gandhi National Old Age Pension Scheme (IGNOAPS), 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 3.10 (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 3.10 (a) that in all the villages visited awareness level of GP functionaries on IGNOAPS, IGNWPS, and IGNDPS is GOOD.*

Table 3.10 (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 3.10 (b) that in all the villages visited awareness level of villagers on IGNOAPS, IGNWPS, and IGNDPS is GOOD.*

Table 3.10 (c)
Awareness of Potential Target Beneficiaries on Procedures and Entitlements under IGNOAPS

No. of Village visited	IGNOAPS			
	Most of them	Some of them	Only few of them	Not at all
10	80.00	20.00	0.00	0.00

- *It is evident from table 3.10 (c) that in 80% villages visited most of the potential target beneficiaries are aware about procedures and entitlements under IGNOAPS and in 20 % 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 20% of the visited villages of West Sikkim 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 West Sikkim 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 West Sikkim. 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 not been carried out in any of the villages visited in West Sikkim.
- *No Methodology/system has been evolved by the state or district for monitoring of beneficiaries.*
- *There is no grievance redressal mechanism under NSAP in District-West Sikkim.*
- 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 West Sikkim 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.*

Disbursement of Pension in Time:

Table 3.11
Disbursement of Pension in Time

% of Villages

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	0.00	100.00	0.00	0.00	0.00	0.00	100.00	0.00

- *It is evident from the table 3.11 that in none of the villages visited beneficiaries receive pension amount in time. The periodicity of pension payment is half yearly in all the villages.*
- *It is also evident from the table 3.11 that in 100% 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 Sikkim @ Rs. 400/= 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 only 30% of the visited villages beneficiaries have been assisted under NFBS. In 67% villages, 'Most of them' are satisfied with the amount of assistance provided under the scheme and in 33% villages 'Only some of them' are satisfied with the amount of assistance provided under the scheme.

Clarifications/Description of issues based on NLM's Observation

S. No. 11: Provide details of such cases and action taken by GP to cover all eligible persons still not covered under the scheme.

Village(s): [DEYTHANG], [SINGLING], [GERETHANG],

Table 3.12

Details of eligible persons still not covered under IGNOAPS

S.No	Name of Person	Ward No. / Name	Age	Gram Panchayat Unit
1	Mr. San Moti Rai S/o Mr. Man Dhoj Rai	05	66	Deythang
2	Mr. Mangali Rai S/o Mr. Ram Dhoj Rai	05	70	Deythang
3	Mr. Padam Singh Bhutia S/o Late. Nima Bhutia	05	69	Deythang
4	Mr. Ram Bahadur Rai S/o Late Dil Bahadur Rai	05	65	Deythang
5	Mr. Nar Bdr. Gurung S/o Lt. Birika Bdr. Gurung	05	64	Deythang
6	Mrs. Hasta Maya Rai w/o Mr. Budhi Raj Rai	06	70	Deythang
7	Mrs. Gosh Maya Bhutia W/o Mr. Dawgay Bhutia	02	65	Deythang
8	Mrs. Chandra Maya Sharma W/o Mr. Kharka Nanda Sharma	02	64	Deythang
9	Mr. Changay Lepcha S/o Lt. Pam TSH. Lepcha	03	75	Deythang

10	Mr. Bal Bahadur Rai S/o Lt. Jash Bahadur Rai	03	66	Deythang
11	Mrs. Arati Rai W/o Mr. Dal Bahadur Rai	03	61	Deythang
12	Mr. Ganesh Kumar Rai S/o Mr. Jash Bahadur Rai	03	63	Deythang
13	Mrs. Santoshi Maya Rai W/o Mr. Sudha Dhan Rai	03	61	Deythang
14	Mr. Suk Bir Rai S/o Mr. Dhan Bir Lepcha	03	70	Deythang
15	Mr. Manjit Subba S/o Mr. Harka Dhoj Subba	03	68	Deythang
16	Mr. Chandra Bdr. Rai S/o Mr. Dil Bdr. Rai	01	60	Deythang
17	Mr. Am Lall Sharma S/o Mr. Pushpa Lal Sharma	01	62	Deythang
18	Mr. Ganga Bdr. Rai S/o Lt. Ajit Bdr. Rai	01	66	Deythang
19	Mr. Sonam Tsh. Bhutia S/o Lt. Huslia Bhutia	01	66	Deythang
20	Mr. Ongen Bhutia S/o Lt. Bhalu Bhutia	01	68	Deythang
21	Mr. Suk Moti Subba S/o Lt. Asta Man Subba	02	60	Singling
22	Mr. Dhan Moti Subba S/o Lt. Man Roop Subba	02	63	Singling
23	Mrs. Suk Maya Subba W/o Mr. Chandra Man Subba	02	63	Singling
24	Mr. Jash man Subba S/o Lt. Sancha Lall Subba	02	62	Singling
25	Mrs. Ratna Maya Subba W/o Mr. Aita Singh Subba	02	61	Singling
26	Mrs. Man Maya Sherpa W/o Lt. Phurba Sherpa	02	63	Singling
27	Mrs. Tek Maya Subba W/o Lt. Suk Man Subba	02	60	Singling
28	Mr. Man Bir Subba S/o Lt. Bhagi Laa Subba	02	67	Singling
29	Mr. Ran Bdr. Tamang S/o Lt. Nima Tsh. Tamang	04	62	Singling
30	Mrs. Sun maya Tamang W/o Mr. Dhan Bdr. Tamang	04	63	Singling
31	Mrs. Dhan Maya Tamang W/0 Mr. Bal Bir Tamang	04	65	Singling
32	Mr. Narbo Tamang S/o Lt. Min Dhoj Tamang	04	62	Singling
33	Mrs. Budh Maya Tamang W/o Lt. Sang Dorji Tamang	04	65	Singling
34	Mr. Dhan Sing Tamang S/o Lt. Sang Dorji Tamang	04	61	Singling
35	Mr. Dhan Bir Tamang S/o Lt. Nima Tsh.	04	63	Singling

	Tamang			
36	Mrs. Jash Maya Subba W/o Mr. Sonam Sherpa	04	64	Singling
37	Mrs. Indra Kumari Limboo W/o Lt. Bhagar Singh Limboo	04	62	Singling
38	Mr. Saila Bir Tamang S/o Lt. Bir Bdr. Tamang	04	65	Singling
	List of Widows			
39	Mrs. Bishnu Maya Chettri W/o Lt. Bir Bdr. Chettri	03	45	Singling
40	Mrs. Sancha Maya Tamang W/o Lt. Saila Bir Tamang	03	46	Singling
41	Mrs. Budha Maya Tamang W/o Lt. Pirthay Tamang	03	47	Singling
	List of Handicaps			
42	Mr. Ram Singh Tamang S/o Lt. Dhan Bdr. Tamang	03	31	Singling
43	Mr. Manghal Bir Tamang S/o Lt. Dhan Pd. Tamang	03	29	Singling
44	Mr. Dhan Bdr. Taman S/o Mr. Raj Man Tamang	03	30	Singling
45	Ms. Asha Tamang D/o Mr. Pratap Singh Tamang	03	25	Singling
46	Mr. Suren Chettri S/o Mr. Nanda Ram Chettri	03	26	Singling
47	Mr. Suk Bir Tamang S/o Mr. Narbo Tamang	03	24	Singling
48	Mr. Surjen Tamang S/o Mr. Kul Bdr. Tamang	03	23	Singling
	List of OAPs			
49	Mrs. Prithi Maya Subba W/o Mr. Dik Bdr. Rai	05	63	Singling
50	Mrs. Man Maya Giri W/o Mr. Shar Bdr. Giri	05	69	Singling
51	Mrs. Suk Maya Subba W/o Mr. Mangal Singh Subba	05	66	Singling
52	Mrs. Nar Maya khati W/o Mr. Tika Ram Khati	05	63	Singling
53	Mr. Dhan Bdr. Tamang S/o Mr. Lall Bdr. Tamang	05	61	Singling
54	Mr. Pem Lahmu Bhutia S/o Mr. Phurba Bhutia	05	60	Singling
55	Mrs. Nimiki Bhutia W/o Mr. Dane Bhutia	05	66	Singling
56	Mr. Narbu Gyalsten Bhutia S/o Mr. Lobzang Bhutia	05	62	Singling
57	Mrs. Nir Maya Subba W/o Mr. Maita Bir Subba	Gerethang	65	Gerethang

58	Mr. Guman Singh Lepcha S/o Lt. Bhutia Man Lepcha	Gerethang	73	Gerethang
59	Mr. Maksati Subba S/o Mr. Suk Pd. Subba	Gerethang	64	Gerethang
60	Mrs. Yangdurni Subba W/o Mr. Beydhu Lall Subba	Gerethang	63	Gerethang
61	Mrs. Kanchi Maya Subba W/o Mr. Passan Subba	Gerethang	76	Gerethang
62.	Mr. Bal Ram Sharma S/o Lt. Dilli Ram Sharma	Gerethang	65	Gerethang
63	Mrs. Bishnu Maya Sharma W/o Mr. Bal Ram Sharma	Gerethang	60	Gerethang
64	Mr. Parmananda Sharma S/o Mr. Pasti Sharma	Gerethang	65	Gerethang
65	Mr. Khamenat Sharma S/o Mr. Dhanda Mani Sharma	Gerethang	65	Gerethang
66	Mrs. Prem Maya Subba W/o Mr. Maita Singh Subba	Gerethang	64	Gerethang
67	Mr. Budha Ram Sharma S/o Mr. Shar Man Subba	Gerethang	69	Gerethang
68	Mr. Maha Lall Limboo S/o Mr. Bal Man Limboo	Upper Labing	60	Gerethang
69	Mr. Ran Bahadur Limboo	Upper Labing	62	Gerethang
70	Mr. Ran Bahadur Dhal	Upper Labing	65	Gerethang
71	Mrs. Gir Maya Limboo W/o Mr. Aita Man Limboo	Upper Labing	60	Gerethang
72	Mr. Mangal Singh Limboo S/o Mr. Young Dhon Limboo	Upper Labing	63	Gerethang
73	Mr. Jit Bahadur Limboo	Upper Labing	71	Gerethang
74	Mrs. Suk Maya Limboo	Upper Labing	65	Gerethang
75	Mr. Krishna Bahadur Limboo S/o Mr. Sun Maila Limboo	Upper Gerethang	67	Gerethang
76	Mr. Pirtha Sharma S/o Mr. Luk Nath Sharma	Upper Gerethang	64	Gerethang
77	Mrs. Devi Maya Chauwan W/o Mr. Sun Bir Chauwan	Upper Gerethang	78	Gerethang
78	Mrs. Rose Maya Limboo W/o Mr. Ram Bahadur Limboo	Upper Gerethang	68	Gerethang
79	Mr. Phurchu Bhutia S/o Mr. Gossey Bhutia	Upper Gerethang	65	Gerethang

80	Mr. San Man Limboo S/o Lt. Mani Lall Limboo	Upper Gerethang	64	Gerethang
81	Mrs. Bhim Maya Limboo W/o Mr. Aita Man Limboo	Upper Gerethang	63	Gerethang
82	Mr. Kazi Man Limboo S/o Mr. Bir Singh Limboo	Middle Labing	68	Gerethang
83	Mr. Hark Man Limboo S/o Mr. Haraka Dhoj Limboo	Middle Labing	66	Gerethang
84	Mr. Budhi Man Limboo S/o Mr. Hashan Dhoj Limboo	Middle Labing	69	Gerethang
85	Mr. Karna Bdr. Limboo S/o Mr. Kuwasing Limboo	Middle Labing	67	Gerethang
86	Mr. Sankit Limboo S/o Mr. Lall Bdr. Limboo	Middle Labing	68	Gerethang
87	Mr. Martha Mani Limboo S/o Mr. Agam Raj Limboo	Middle Labing	66	Gerethang
88	Mr. Padap Singh Limboo S/o Mr. Hem Lall Limboo	Middle Labing	69	Gerethang
89	Mr. Amar Dhoj Limboo S/o Mr. Kuwasing Limboo	Middle Labing	69	Gerethang
	List of Widows			
90	Mrs. Indra Maya Lepcha	Labing	48	Gerethang
91	Mrs. Som Maya Subba	Labing	51	Gerethang
92	Mr. Dil Kri. Subba	Labing	43	Gerethang
	List of Handicaps			
93	Mr. Puk Man Limboo	Labing	45	Gerethang
94	Mr. Purna Bir Limboo	Labing	30	Gerethang
95	Ms. Suk Maya Limboo	Labing	42	Gerethang
96	Mr. Durjee Lepcha	Labing	30	Gerethang

After the intervention of NLM Team the above list has been forwarded to District Social Welfare Officer for approval through concerned Block Development Officers.

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 lakhs 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 50% 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 1 out of 2 roads i.e. 50% road had provision for drainage and all the roads had provision of shoulders.

Road Furniture

60% roads had all the road furniture. All the roads had citizen information boards with correct information in local language.

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):

The Department of Land Resources, Ministry of Rural Development is implementing three area development programmes, namely, Integrated Wastelands Development Project (IWDP), Drought Prone Area Programme (DPAP) and Desert Development Programme (DDP), on Watershed Development Approach, in accordance with uniform guidelines for watershed development with effect from 1.4.95, and subsequently revised in

August 2001. Since 1.4.2008, these programmes have been brought under a comprehensive programme named Integrated Watershed Management Programme (IWMP) to be implemented under Common Guidelines on Watershed Development, 2008. The main aims of the IWMP are to restore the ecological balance by harnessing, conserving and developing degraded natural resources such as soil, vegetative cover and water. The outcomes are prevention of soil run-off, regeneration of natural vegetation, rain water harvesting and recharging of the ground water table. This enables multi-cropping and the introduction of diverse agro-based activities, which help to provide sustainable livelihoods to the people residing in the watershed area.

In West Sikkim IWMP is operational Only in GP-Yuksom and Thingle Khachodpalri of BAC-YUKSOM out of the 03 Development Blocks Visited.

DETAILS OF THE PROJECT IWMP – I, YUKSOM IN WEST SIKKIM.

The Yuksam watershed is spread across the Rimbi – Rathong watershed in Western part of Sikkim. The watershed comprised of a cluster of 5 micro-watersheds with 19 Gram Panchayat Ward under 4 Gram Panchayat Unit. Out of the total area of 5307.3 ha, 4450 hectare under five micro watersheds of Yuksam watershed has been purposed for treatment under IWMP – I during 2012-2015. The village ranges from 948 metre to 2200 metre from the mean sea level and lies along the Rimbi and Rathong Watershed.

The Total cost of the project is ` 6.675 Corers with a total project period of 4 to 7 years.

1. WATERSHED AT A GLANCE

General Information	
Name of the watershed	Yuksam – IWMP – I
Name of the Block	Yuksam
Name of the District	Gyalshing
Watershed Code	3A1A7A3b - M I, 3A1A7E4b - M II, 3A1A7E5a - M III, 3A1A7E2b M IV, 3A1A7E3a - M V
Geographical Area of the Watershed	5370.3 Hectares
Number of Micro Watershed & Names	5 Micro Watershed Ramgaythang – Mangsabung MW, Thingling – Lethang MW, Upper Rimbi – Sangkhola MW, Sindrang – Singpheng MW and Singyang -Chunpong MW
Number of Gram Panchayat Unit and Gram Panchayat Wards	4 GPU, 19 GPW
Total No. of Household	1772
Population	9208
Number of Males	4786
Number of Females	4422
Total no of BPL families	366
Percentage of BPL	26 %
Schedule Tribe Population	6669
OBC Population	1716

	SC Population	235
	MBC Population	588
	General	Nil
	Major Water Source	Rimbi and Rathong River
	Drainage	All river flow down south and join River rimbi, rathong and than to mighty Rangit
	Livelihood Options	Major : Agriculture & Animal Husbandry Minor: Job, tourism, wages & business
	Major Cash Crop / products	Cardamom, ginger, Broom Stick
	Other major crops	Paddy, Maize, Millet
	Fruit	Orange, Pears and Plumps
	Marketing	Gyalshing, Jorethang, Siliguri, Pelling
	Families involved in Animal Husbandry	1151 (65%)
	Total no of cow	1751
	Total Milk production	1520 lts / day
	Total no of Goat	1496
	Total no of Pig	809
	Total no of Poultry / chicken	4483
	Total no of Dzo / Horse (pony)	152
	Total no of Yaks	420
	Distance to nearest Market	10 – 25 km
	Ginger	35000 kg

	Cardamom	26700 kg
	Maize	78700 kg
	Potato	38000 kg
	Paddy	16500 kg
	Broom	3000 kg
	Orange	100000 nos
	Finger Millet	13000 kg
	Vegetable	20800 kg
	Total no of Fruit trees	3121
	Total no of timber trees	133570
	Village Economy	
	Livestock	70.40 lakh
	Agriculture	77.92 lakh
	Business	19.35 lakh
	Service Sector	106.32
	Others	11.20
	Per capita income of project area	16074
	Common Property Resource (CPR) / Institutions	
	Banks	2
	Post Office	5
	School (Private + Government)	26
	ICDS	16
	PHC / PHSC	7
	Monastery / Temple	12
	Church	6
	VLW	4
	Fisheries	2

	BDO	1
	Hydro Power Station	2
	Forest Range office	2
	Forest Check post	4
	Rural Product Marketing Centre	4
	Multi Purpose Cooperative Society (MPCS)	4
	Community Service Centre	1
	Total no of NGOs / CBO	30
	JFMC/ EDC/ PSS / BMCs	10
	Total no of SHGs , Cooperatives	88
	Total Migration	146
	Total Female migration	66
	Total Male migration	80
	Detail of PIA	
	Name of Agency	Wildlife Division West District Geyzing, FEWMD
	Divisional Forest officer (PI)	Tsheirng Pintso Bhutia, DFO, Wildlife, West
	Address	Tikjuk District Administrative Centre, West Sikkim
	Contact No	097334-60507 (m) 03595-251150 (Telefax)
	Email	dfowildlifewest@gmail.com

LIST OF MICRO WATERSHED AREAS

Sl	Name of Micro -Watershed	Mini watershed village or Panchayat Wards	Elevation Range in meter	Agro Climatic Zone
1	Mangasabong – Ramgaythang	Yuksom-Ramgaythang	1600-1750 m	Sub-tropical and temperate
		Ting-Ting	1000-1450 m	Sub – tropical
		Mangsabung	1450 -1750 m	Sub – tropical
2	Thingling – Lethang MW	Thingling-I	948-1200 m	Tropical zone
		Thingling-II	1200 -1527 m	Sub – tropical
		Thingling-III	1527- 1745 m	Sub-tropical
		Tsozo	1769-1870 m	Sub-tropical and temperate
3	Sindrang – Singpheng MW	Singpheng	1200 - 1700 m	Sub-tropical
		Darap	1400 -1800 m	Sub – tropical
		Lagay	1240-1500 m	Sub – tropical
		Sindrang	1200-1770 m	Sub-tropical
		Sidibung	1400–1800 m	Sub – tropical
4	Upper Rimbi – Sangkhola MW	Singrangpong	1680-2200 m	Sub-tropical and temperate
		Upper Rimbik	1529-2000 m	Sub-tropical and temperate
5	Singyang – Chumbong MW	Singyang	1200-1800 m	Sub-tropical
		Upper Naku (Pemayangste Gumpa)	1500-2000 m	Sub-tropical and temperate
		Lower Naku	1100-1500 m	Sub-tropical
		Upper Chongphong	1000-1400 m	Sub-tropical
		Lower Chongphong	1400 - 2000 m	Sub-tropical and temperate

Training & Capacity Building of Various Stakeholders

The funds received under Training & Capacity head under the 1st Installment was not sufficient to conduct or organize training or capacity building, hence the funds remain unutilized. However, with the receipt of the 2nd Installment funds various training & capacity buildings programmes shall be organized in the days to come and in consonance to the Detailed Project report for each micro watershed.

Community Participation and Role of PRIs:

The role of Gram Sabha is very important IWMP project before any step is being taken for e.g. formation of Watershed Committees; passing of any new resolution etc. in short they are the decision makers as they know their village at best. Most of the field training is been taken up at Gram Panchayat Kendra.

The PRIs play a very fundamental role in of supervising, supporting and advising the watershed committees; it helps in facilitating the convergence of various projects/ schemes to the institutions of the watershed project. In the decentralized structure, Gram Sabha also allocates rights to the self help groups/user groups over the assets created.

The Local Panchayat from each Panchayat ward was involved during the preparation of the Detailed Project report or for the matter while conducting the PRA exercises. However, due to the last Panchayat poll the Panchayat members representing the executive committee of the Watershed committee have become invalid. The reconstitution of a new executive committee by incorporating at least a new Panchayat member has been found to be necessity and has been done.

Out of the 02 villages, in 100% villages, Gram Sabha had discussed and passed a resolution before taking up watershed development project in the

village. Awareness generation campaigns were taken up in all the villages and NLM Team has also reported that these campaigns were effective to the extent of generating basic awareness in the village on the watershed development project.

The Gram Sabha gets necessary technical guidance for preparation of developmental plans for the watershed through participatory rural appraisal exercise. Gram Sabha is also instrumental in community organization and training, and supervises development activities, set up institutions for post project operations and maintenance and further development of the assets created during the project.

The NLM Team has also reported that in all the villages, action plan was discussed and finalized in the Gram Sabha and Participatory Rural Appraisal (PRA) exercises were conducted.

Watershed Committees

Watershed committees are formed to organize and nurture user groups (UG) and self help groups (SHG). These committees help in mobilizing women to ensure that their perspective and interests are adequately reflected in the action plan.

NLM Team has reported that watershed committees have been formed in only 50% visited villages [Village-Yuksom]. In all the villages where watershed committees have been formed, women members were nominated in the committees.

SHGs and UGs

Self Help Groups are constituted in the watershed area with common identity and interest and are dependent on the watershed area for their livelihood. In all the 02 villages where IWMP was implemented, SHGs have not been formed under the watershed projects.

No new self help groups have been formed under any of the Micro watersheds till date as funds for any work components were not released till April 2013. However, the 60% fund of the 14% of the Project cost has been released 15 days back. The APO for the same has been prepared and submitted to the CEO, SLNA for approval. Once the same is approved and sanctioned the existing self help groups in the respective Micro watersheds shall be taken up for various microenterprise and capacity building programmes.

User Groups are homogenous group of persons most affected by the watershed work/activity and were having land holdings within the watershed area. User group consist of those who derive direct benefit from the watershed activity/work. User groups are also responsible for the operation and maintenance of all the assets created under the project in collaboration with the Gram Panchayat.

- Since only entry point activities has been taken till date so, **in none of the visited villages UGs have been formed.**
- In all the visited villages, training has been provided under the watershed projects to various stakeholders.

Other Aspects

- The NLM Team has reported that in 50% visited villages design and estimates of works have been prepared.
- *In none of the visited villages, action plan has been displayed on a notice board.*
- *In none of the visited villages Gram Sabha had reviewed the progress of works under watershed projects.*
- NLM Team has also reported that proper exit protocol with a satisfactory mechanism for maintenance of assets created under watershed projects has not been evolved in any of the visited villages.

- The NLM Team has observed that the progress of works under watershed projects is ‘Satisfactory’ in all the visited villages.

Clarifications/Description of issues based on NLM’s Observation

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

Village(s) : [THINGLE]

Project Implementing Agency & GP officials of above Gram Panchayats told that since only entry point activities have been taken till date so, no Watershed Committee (WC) has been formed in Thingle Village.

S. No. 13: GP’s response on reasons for design and estimates of work not prepared, **Village(s) :** [YUKSOM]

GP officials of above Gram Panchayats told that PIA has not involved them in preparing the design & estimates of work inn their GP. It is also admitted by GP members & Officials that since they are newly elected members and they have not been provided any kind of training on the above issue as well as their name has not been incorporated in many important committees, so they are not able to participate in the process.

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

Village(s): [THINGLE], [YUKSOM],

GP officials of above Gram Panchayats told that the progress of works under IWMP is not reviewed in their Gram Sabhas as they are not aware about this provision under IWMP, the implementing agency did not informed about this important provision.

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:

First and the foremost the identification of sources for the supply of drinking water to the particular area is surveyed for the continuous supply throughout the year that is in lean period and maximum period at the Monsoon/ Dry season, taking into the consideration of the general population of the area and the requirement of total water supply, the total volume of water required and per capita consumption. Secondly the water at source is checked for

impurities i.e. chemical & bacterial contamination from the Department Laboratory for Conformation (Test Kit).

- Trap is constructed at the source where it is suitable.
- Generally N-Type head works are constructed which is preferable in their Terrain geographically.
- Sedimentation Tank is constructed for the sedimentation of particles present in water for purification.
- After the sedimentation process is over, and then water supply line is connected to reservoir for the general distribution where chlorination is done.
- Finally the water is supplied to general household at various points as per the requirement and demand put forth.

Availability of Sufficient safe water

The Programme guidelines emphasizes 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 10 villages spread all across 03 Blocks; in only 10% 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.
- In 30% visited villages most of them have access to sufficient safe water during all season and within the village.

- In 60% visited villages some of them have access to sufficient safe water during all season and within the village.
- Residents of the 90% villages of West Sikkim have to travel around 500 meters to 2500 meters to collect water for their needs in dry seasons.

Quality of water supplied in the villages

- Out of 10 villages visited by NLM Team signs of Dental or skeletal fluorosis has not 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 West Sikkim, FTKs is available at the GP level.
- In 80% visited villages water quality testing is done in laboratories.
- In none of the sample villages of West Sikkim 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.

- 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 have not been emphasized in any of the visited villages.
- Majority of the sample villages of district-West Sikkim 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 10 villages visited by them in 90% villages Village Water and Sanitation Committees (VWSCs) have been formed. [In village-Gerethang of Yuksom VWSCs have not 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 all the sampled villages across the West Sikkim, in 80% villages VWSCs are having more than 3 women members in VWSCs.

- Out of 10 villages visited by the NLM Team, in 90% of the villages, the VWSCs are paying the cost of O&M of the schemes.
- In case of 10% sample villages Gram Panchayats are bearing the O & M cost.
- *On the basis of random physical verification of all types of safe drinking water sources, we found that **all 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 in all the Schools & Anganwadis Centers of all villages, there exist a functional safe drinking water source and in 50% visited villages Schools have safe drinking water supply with functional Stand alone water Purification Systems(JALMANI).*

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 3.14

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	100.00	0.00	0.00

- ❖ It is self explanatory from table 3.14 that in 100% of the villages visited there is **Good Level** of Community awareness on sanitation and safe hygiene practices in the villagers.
- ❖ *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.*

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 none of the visited villages of West Sikkim, no 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 10 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 West Sikkim, all households are having functional IHHL and are using them.
- ❖ All the BPL households, in all the visited villages are having functional toilets and were using them.
- ❖ All the APL households in all the visited villages of West Sikkim 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 10 visited villages in 100% village's all the households are having access to toilet facility irrespective of their social or economic strata.
- ❖ In all the visited villages, the NLM Team they have not found any evidence the practice of open defecation.

IHHL Coverage – Distribution of Villages in terms of Coverage

(NGP awarded coverage)

Out of 10 visited villages of West Sikkim 70% of them are Nirmal Gram Puraskar awarded villages. It is reported that not only the visited villages of West Sikkim but the State of Sikkim has been declared as NIRMAL RAJAYA.

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 100% schools in the sample villages are having toilet facilities.
- ❖ In 100% 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.
- ❖ All the Anganwadis in the visited villages have toilet facilities and the NLM Team has reported that in none of the anganwadis of the visited villages, the toilets were defunct/not in use/locked.

Bharat Nirman Volunteer (BNV) :

The Ministry of Rural Development started an initiative (also called Lab-to-Land) to achieve up gradation in the standard of living of the people, by bringing a qualitative change in the implementation of programmes for the development and welfare of the people in rural areas. It needs creation of awareness about such programmes among rural households for participation in planning, implementation and monitoring. Under this initiative, the Ministry introduced a functionary named “Bharat Nirman Volunteer” (BNV) who is considered to be a last mile human connectivity with rural households. The services of BNVs are purely voluntary and no pecuniary or non-pecuniary benefit is to be given to the BNV. The BNVs are to make the villagers aware of the programmes (not restricted to MoRD) which are of importance to them. BNVs are also to work as a link between the service providers and the villagers for efficient delivery of services.

Out of 10 visited villages of West Sikkim BNVs are working in only 01 village.

On the basis of discussions with GP and Block Level Officials, PRI Members and General Public as well as interview of BNVs performance of BNVs Scheme is reported as follows:

PRI member's awareness about Concept and Role of BNVs:

- *It is reported that in all the visited villages of West Sikkim where BNVs are working, PRI members of the villages are **only somewhat aware** of the concept and role of BNVs.*

Extent of Involvement of BNVs on various roles:

- *It is reported that in all the visited villages of West Sikkim where BNVs are working, BNVs are only somewhat active in motivating and educating people on sanitation related issues, vigilance & monitoring of rural development programmes, and promoting literacy and Education.*
- *On rest of the issues BNVs are not involving themselves at all.*
- *It is reported that most of the BNVs are not aware about their exact roles and responsibilities.*

Reporting Officers (Counselors) and Performance of BNVs:

It is reported that on the basis of GP & Block Level Officials that they are not aware about provision of Reporting officer (Counselor) in BNVs Scheme and there is no such guideline or instruction is available as who is supposed to be acting as Reporting officer (Counselor).

It is reported that BNVs are acting under the supervision of Panchayat Secretary and on the basis of interview of Panchayat Secretary, It is reported that there is no perceptible improvement in the quality of Rural Development Programmes because of BNVs, BNVs have been partially able to credit full awareness among the families about RD programmes, their work diaries are neither reviewed periodically nor graded. The GP secretary is not aware about the involvement of BNVs in unethical practices like taking a share of the benefit from the beneficiaries.

Facts Revealed by BNVs in Interview:

On the basis of Interviews of BNVs it is reported as follows:

- 1. All the working BNVs of all the villages visited have received training by SIRD as BNV.*
- 2. BNVs are not attached with any family by any officer but on voluntarily they are in touch with 15-35 families.*
- 3. Frequency of interaction of BNVs with attached families vary from fortnightly to once in a three months but most of the BNVs interact the attached families on monthly basis.*
- 4. Most of the BNVs working in the visited villages have not been instrumental in solving any chronic problem in their village except one BNV of Deythang GP named as Mr. Radip Rai, who voluntarily collected Rs. 4500/= from the villagers and donated it to the family of Mr. B. B. Rai of his village whose house get burnt in a fire case for immediate relief.*
- 5. It is reported that since social audit on MGNREGA has not been conducted in any of the village of West Sikkim, so they did not participate in social audit.*

6. *It is reported that 100% BNVs expect a government Job from the Government in return to their services, It is reported that no BNV in any of the visited villages of West Sikkim is maintaining Work Diary. Hence question of updating of work diary does not arise.*

Clarifications/Description of issues based on NLM's Observation

S. No. 15: Provide details of the chronic problem solved by the BNV in the village.

Village(s) : [DEYTHANG],

One BNV of Deythang GP named as Mr. Radip Rai, who voluntarily collected Rs. 4500/= from the villagers and donated it to the family of Mr. B. B. Rai of his village whose house get burnt in a fire case for immediate relief.

CHAPTER 4

Conclusions & Recommendations

MGNREGA:

- Overall performance of MGNREGS in District-West Sikkim 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 in all the villages is poor. Similarly efficacy of communication tools used for awareness generation in all the villages is poor. It is also reported that reach of the message to marginalized/ weaker sections of the society in all the villages 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 very 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 the visited 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-West Sikkim, acknowledgement receipts are not at all being provided to the workers who apply for the work. *The District-West 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.*

- We also observed that all the works under MGNREGA in all the villages is not monitored by block level officials, the reasons assigned by the officials is Shortage of staff and their other engagements. Thus the Programme Managers failed to check the malpractices being used at GP levels and there exist no mechanism for taking corrective measures in future. So even if there is shortage of staff and their engagements in other works, *then there is urgent need of Third Party Independent Monitoring/Evaluation System for monitoring 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.*
- 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 all of the visited villages, PRIs members are not at all aware about the concept of Social Audit and its provisions, which is red signal for accountability & transparency in MGNREGA.*

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

- It is reported that in none of the villages visited; the Social Audit of all works under MGNREGA has been conducted for the last two years. The **reason for not conducting social audit by Gram Sabha** is revealed by Block Level Officials, District Level Officials as well as PRIs is that the Government of Sikkim has nominated a NGO named

as *Voluntary Health Association of Sikkim (VHAS) for conducting social audit in every GP with the help of a village level Committee, for the last two years VHAS has not fixed any date for conducting Social Audit, So for the last two years no social audit has been conducted in any of the GP of West Sikkim.* Thus the very purpose of social audit i.e. Transparency seems to be defeated. As per guidelines of MGNREGA Act social audit is to be conducted by Gram Sabha. *Therefore social audit should be conducted by Gram Sabha in an open meeting with quorum 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.*

- It is reported 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, the very reason behind this is GP level officials are not aware about the process of preparation of labour budget and its importance in annual plan for providing employment. *So there is urgent need for Training & Capacity Building of MGNREGA functionaries of Gram Panchayats on this very important issue.*
- *It is also reported that in all the villages visited, the Development Plan & Shelf of work were discussed and finalized in the Gram Sabha but on verification of meeting resolution registers, we found that in all the villages , it was discussed & finalized by Gram Sabha without completing the Quorum of the Meeting of Gram Sabha. Thus discussion & finalization of Development Plan & Shelf of work by Gram Sabha is seen just a formality, in actual practice it is discussed*

& finalized by ward members of respective ward panchayat & Panchayat Secretary.

*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.
- It is reported that in order to bring transparency in implementation of MGNREGA, “**Local Vigilance Committee**” has been constituted in every ward sabha in West Sikkim but when we interacted with some members of the Local Vigilance Committee, it was revealed by them that due to lack of awareness and training about process & procedures of MGNREGA, they are not able to perform the vigilance & monitoring work in proper way. We recommend for Training & capacity building of members of Local Vigilance Committee, so that they must perform the vigilance & monitoring work in proper way.
- 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. PRIs 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.
- In order to have transparency in payment of wages we recommend for implementation of **E-Muster Roll**.

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 as well as almost 50% of SHGs have become defunct. 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 PO-SGSY, 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 swarogaries 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.

NSAP:

- *It is reported that in only 80% villages visited most of the potential target beneficiaries are aware about procedures and entitlements under IGNOAPS and in 20 % 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 20% of the visited villages of West Sikkim 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 West Sikkim as told by beneficiaries during their interviews. **So there is need for creating more & more awareness about IGNOAPS amongst the villagers.***
- *No Methodology/system has been evolved by the state or district for monitoring of beneficiaries. We suggest for evolving an effective system of monitoring of beneficiaries.*
- *No annual verification of pension beneficiaries has been carried out by district. We suggest for immediate verification of pensioners as we came to know during our visit that there are so many pensioners who have crossed their eighties but still getting pensions of Rs. 200/ per month, they should be elevated to Rs. 500/- slab after verification.*

- There is no grievance redressal mechanism under NSAP in District-West Sikkim. *We suggest for a strong grievance redressal mechanism, system for strong monitoring, so that transparency could be brought in the disbursement system.*
- No Gram Sabha meeting was convened during the last 12 months having any NSAP issues on the agenda in any of the villages visited. *We suggest that once in a year Gram Sabha should be convened to discuss the issues related pensions and other social securities issues.*
- ***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 half yearly 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 50% 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 4-5 years where as it should be completed with in 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. Where ever contractors are not complying with the quality norms and time limit, strict action should be taken against them and if they fail to improve and conform to norms, they should be blacklisted and strict legal action should be initiated against them.

IWMP:

- It is reported that no SHG or UG has been formed under IWMP Project in any of the visited villages where IWMP is operational. It is reported that in none of the visited villages, action plan has been displayed on a notice board and in none of the visited villages Gram Sabha had reviewed the progress of works under watershed projects. It is also reported that proper exit protocol with a satisfactory mechanism for maintenance of assets created under watershed projects has not been evolved in any of the visited villages.

We recommend for immediate formation of SHGs and UGs under IWMP in the villages where IWMP is operational by the project implementing agency.

We suggest the PIA-IWMP for immediate displaying the action plan of IWMP on the notice board of the concerned Gram Sabha and evolving the proper exit protocol with a satisfactory mechanism for maintenance of assets created under watershed projects in the villages where IWMP is operational.

We recommend for educating of concerned the Gram Sabhas, so that Gram Sabha must review the progress of the Water Shed Projects.

NRDWP:

- Out of 10 villages spread all across 03 Blocks; in only 10% 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 90% visited villages most 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 West Sikkim, FTKs is available at the GP level and in only 80% visited villages quality testing is done in laboratories. In none of the sample villages of West Sikkim 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 West Sikkim 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 visited villages of West Sikkim, no RSM- PC is operational to assist/ guide the rural poor in procuring sanitary material. 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.

We suggest for the encouragement of GPs as well as BACs for establishing RSM-PC to produce cost effective affordable sanitary material at the local level.

BNVs:

It is reported that in all the visited villages of West Sikkim where BNVs are working, BNVs are only somewhat active in motivating and educating people on sanitation related issues, vigilance & monitoring of rural development programmes, and promoting literacy and Education, On rest of the issues BNVs are not involving themselves at all and most of the BNVs are not aware about their exact roles and responsibilities. It is also reported that GP & Block Level Officials are not aware about provision of Reporting officer (Counselor) in

BNVs Scheme and there is no such guideline or instruction is available as who is supposed to be acting as Reporting officer (Counselor). BNVs are not attached with any family by any officer. It is reported that **no BNV in any of the visited villages of West Sikkim is maintaining Work Diary.**

We recommend for designation of some officer at Block Level who will act as reporting officer (Counselor) of BNVs and conducting orientation Training Programme for BNVs, so that they can work as per guidelines of BNVs Scheme and perform their duties with full confidence.

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. In order to have transparency in payment of wages under MGNREGA, we recommend for implementation of **E-Muster Roll**.
7. 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.

8. 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 74% villages entries made in many job cards were not matching with respective muster rolls.** Most of the irregularities noticed in the job cards verified raise serious doubts on the fairness and transparency of record keeping system and **call for immediate steps by District authorities (especially GP- Yuksom, Singling, Soreng, Timburbong, Gerethang, Melli, Thingle, and Deythang)** to check for these cases and also ensure proper compliance in the future.
9. On checking & verification of Cash Book we found that **cash book is maintained and is updated regularly only in 20% villages visited** and in GPs- **Yuksom, Singling, Soreng, Timburbung, Gerethang-** **Negative Opening of Cash Book on 01.04.2013, Meli, Thingle and Dethang, cash book is maintained but not updated and the entries of cash book is not matching with that of Muster Rolls.** For example –*closing balance in Bank pass book for 31.03.2013 in GP- Thingling Khechuperi of Yuksom BAC is Rs. 1003.00 but in cash book only Rs. 1000.00 has been shown as closing balance as on 31.03.2013. Thus there is a serious irregularities in accounting and as per above record misappropriation of fund can easily be seen and detected in GP- Thingling Khechuperi of Yuksom BAC.*
10. In all the visited villages of BAC-Yuksom, we found that the Fund for wages payment under MGNREGA has been released by BAC/ District Administration in the month of May 2013 and Bank Pass Book shows the realization of these fund in the month of May 2013 but in cash

book of the GPs of BAC-Yuksom it has been entered on 30.03.2013, likewise bank pass book of these GPs shows that they are maintaining cash in their bank account ranging from Rs. 1000-3000/= in the month of March 2013 but Cheques amounting several lakhs Rupees have been issued by these GPs on 30.03.2013, being aware about the fact that issuing a cheque without sufficient balance in bank account is an criminal offence and the cheque issuing authorities are punishable under Negotiation Instrument Act 138 of IPC. For example the bank balance of MGNREGA account of GP-Thinling Khechuperi as on 30.03.2013 is Rs. 1003/= only but cheque No. 491461 bearing amount Rs. 4,03,124.00 and cheque No. 491462 bearing amount Rs. 16,70,408.00 has been issued this GP on 30.04.2013. Like wise this GP received cheque no. 337571 bearing amount Rs. 20, 73, 532.00 from BAC-Yuksom in the month of May 2013 for wages payment under MGNREGA and cheque was deposited in the account of this GP in the month of May 2013 and this cheque get realized on 7.05.2013, however the entry of this cheque has been made in cash book of this GP on 30.03.2013. Most of the irregularities noticed in the job cards verified raise serious doubts on the fairness and transparency of record keeping system and **call for immediate steps by District authorities (especially GP-Yuksom, Gerethang, Melli, and Thingle)** to check for these cases and also ensure proper compliance in the future.

11. On checking & verification of **Muster Rolls of GPs of BAC-Yuksom**, we found that in most of the Muster Rolls of GPs- **Yuksom, Gerethang, Melli, and Thingle** the columns of Bank Account Number of MGNREGA worker, Job Card Number of MGNREGA worker, Category, and unique muster roll number is **Blank**, However

payment has been disbursed. We call for District Administration of West Sikkim to constitute a high level inquiry committee to probe deeply into the matter and fix the accountability of these irregularities and necessary legal action must be initiated urgently. *[The photo copy of the Muster Rolls & other Documents establishing above facts are with us and can be produced as and when necessary.]*

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 immediate verification of pensioners as we came to know during our visit that there are so many pensioners who have crossed their eighties but still getting pensions of Rs. 200/ per month, they should be elevated to Rs. 500/- slab after verification.
16. 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.
17. We recommend for immediate formation of SHGs and UGs under IWMP in the villages where IWMP is operational by the project implementing agency.

18. 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 West Sikkim quality testing is done in laboratories in order to have access of safe drinking water by the villagers.
19. *We recommend for designation of some officer at Block Level who will act as reporting officer (Counselor) of BNVs and conducting orientation Training Programme for BNVs, so that they can work as per guidelines of BNVs Scheme and perform their duties with full confidence.*

CHAPTER 6

Success Stories/ Case Studies

Success story of “HARIYALI SHG”, Village DUBDI, GPU-YUKSOM Block- YUKSOM, District-WEST SIKKIM State of SIKKIM under SGSY scheme.

Project Officer (PO)-SGSY, SRDA (RMDD), West Sikkim along with his assistant & Supervisor-SGSY of Block- Yuksom visited the village Dubdi in January 2006 and grouped all the male & female members of BPL families and explained them about the scheme of Self Help Group under SGSY scheme. After explanation Gram Sevika asked them to make the group & most of male members became ready. After some days Gram Sevika again visited this village with APO-SGSY and again explained about the merits of Govt. schemes, and then many male members get ready to join this group. The group was formed on 10/02/2006 comprising of 11 members of men belonging to the scheduled tribe categories and was registered in March 2006, having Registration No. : 163/SRDA/2006. The Bank Account of Group was opened on 08/03/2006 in Central Bank of India (CBI), Legship, West Sikkim bearing No.: 2191892542. Every member of group was asked to contribute at Rs. 50/- every month, So that this saving could help them, who are in need of money. Group members told that initially their financial status was very poor, even they hardly managed Rs. 500/- from other villagers, when they were in need but their firm determination for saving became the key factor of success at later stage.

Being aware about the financial status of Group members, the first grading was done 17.04.2007 after 12 months from the formation of group. Being pleased with group saving, authorities sanctioned their revolving fund of Rs. 10,000/= & Bank Credit of Rs. 10,000/= on 02.07.2008 and asked them to increase the admitting price i.e. from Rs.50 to Rs.100 and group saved

initially Rs. 100/- per member per month, on 02/07/2008 level of money increased to Rs. 20,000/-.

The group was provided training under Dairy Farming. After the second gradation on 27.08.2009 the bank Manager sanctioned the loan of Rs. 3,30,000/= to the SHG on 10.02.2009 and subsidy of Rs. 1,10,000/= was released by SRDA, West Sikkim on 16.10.2009. The subsidy was kept in the reserve fund A/C of the group in the bank.

The president of the group is Mr. Dhan Bahadur Chettri s/o Mr. Govind Chettri, a farmer and the secretary is Mr. Puspa Lall Chettri s/o Late Narad Chettri respectively.



Members Hariyali SHG, Village-Dubdi, BAC-Yuksom, West Sikkim

The other member of Group are- Mr. Dik Bahadur Subba s/o Mr. Meg Bahadur Subba-Treasurer, Mr. Jan Bahadur Subba s/o Mr. Agam Bir Subba, Mr. Bepan Subba s/o Late Desh Bir Subba, Mr. Bag Bir Subba s/o Mr. Pachata Bir Subba, Mr. Npbin Subba s/o Mr. Tek Bahadur Subba, Mr. Purna Bahadur Subba s/o Mr. Bir Bahadur Subba, Mr. Ram Singh Subba s/o Mr. Man Singh Subba, Mr. Sandhang Subba s/o Mr. Phipraj Subba, Mr. Kharka Singh Chettri S/o Late Dik Bahadur Chettri. All the members previous to formation of this group were engaged in agricultural & farming activities.



Members Hariyali SHG, Village-Dubdi, BAC-Yuksom, West Sikkim engaged in Dairy Farming Activities

They started the work of Dairy Farming by purchasing 11 Cows on 16.11.2009. They marketed Ist Product on 26/11/2009 of Amount Rs. 41,250/=. The Total Expenditure for cost of Cattle feed, medicine etc was Rs. 16,500/=. Thus they have net saving of Rs. 24,750/= in a month.



Members Hariyali SHG, Village-Dubdi, BAC-Yuksom, West Sikkim engaged in Dairy Farming Activities

The group members started the work on these cows and are earning a profit of Rs. 2250/= per member per month after paying the bank installments. After adjusting the loan amount with-in a stipulated period, the group continued their savings in their account.



Members Hariyali SHG, Village-Dubdi, BAC-Yuksom, West Sikkim engaged in Dairy Farming Activities



For availing this loan the group members have improved their standard of living viz repairs of houses and purchase of home appliances. Now the group feels very happy and they are continuing their savings as well as they are paying the fees for education of their children. The group members are fully satisfied with the SGSY scheme which was launched by GOI for the betterment of families living below the poverty line in rural areas.

