

HI-TECH INSTITUTE OF INFORMATION TECHNOLOGY (HIIT)

# NATIONAL LEVEL MONITOR'S REPORT

DISTRICT-DARBHANGA, BIHAR

Regular Monitoring 2012-13 phase I

2012

MINISTRY OF RURAL DEVELOPMENT, GOVERNMENT OF INDIA

## **CHAPTER-1**

### **Status of MoRD Programme(s) in the District-DARBHANGA, BIHAR**

The programmes Mahatma Gandhi National Rural Employment Guarantee Scheme(MGNREGA), Swarnjayanti Gram Swarojgar Yojana(SGSY) / National Rural Livelihood Mission(NRLM) and Indira Awas Yojana(IAY) are being implemented by Project Director, District Rural Development Agency(DRDA), Darbhanga through its Block Development officers(BDOs) at Block Level.

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. The chairman of Gram Panchayat(GP), elected by Gram Sabha is called MUKHIYA in the state of BIHAR and he plays pivotal role in implementing all rural development schemes in his Gram Sabha.

In case of **MGNREGA** Panchayati Raj Institutions(PRIs) have principal role in planning & implementation both. Annual work Plan and Labour Budget is prepared and approved by Gram Sabha in an open meeting. The shelf of projects is being prepared on the basis of priority assigned by Gram Sabha.

In case of **SGSY/NRLM** the selection of beneficiaries is done in an open meeting of Gram Sabha in accordance with the Guideline of SGSY and the list of beneficiaries is approved by Gram Sabha. A common infrastructure for key activities under SGSY has to provided by Gram Panchayat(GP) .

In case of **IAY** the selection of beneficiaries is 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 is displayed / written on the wall of panchayat bhawan or on a prominent place by Gram Panchayat(GP).

**National Social Assistance Programmes(NSAP)** namely 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) is being implemented by Assistant Director, Social Security, Darbhanga through Block Development officers(BDOs) of all blocks. The selection of beneficiaries according to the guideline and eligibility criteria is done in an open meeting of Gram Sabha, however eligible candidate can submit the application for pension their respective categories to the Panchayat Secretary at Gram Panchayat or to the concerned Block Development Officer(BDO).

**National Rural Drinking Water Programme(NRDWP)** in Darbhanga, Bihar is implemented by Executive Engineer, Public Health Department through its District Coordinator and Block Coordinators. The Planning is done by Gram Panchayat.

**Total Sanitation Campaign(TSC)** in Darbhanga, Bihar is implemented by Executive Engineer, Public Health Department through its District Coordinator and Block Coordinators. The District Coordinator and Block Coordinators have engaged about 120 NGOs for the construction of IHHLs , School Toilets and Community Toilets, each NGO is given a target of 200 Units of IHHLs. It seems that there is no role of role of PRIs in Planning, implementation and monitoring of Total Sanitation Campaign(TSC).

**Financial and Physical Progress For the FY:2011-12** of MoRD Programmes in District-Darbhanga, Bihar as obtained from DRDA Darbhanga is being annexed in next chapter of this report

## CHAPTER 2

### **Performance, Planning & Implementation of the MoRD Programmes In the District –Darbhanga, Bihar**

#### **FINANCIAL PROGRESS:**

The Financial Progress Report(FY:2011-12) as compiled in Format “A” and duly certified by the District Magistrate Darbhanga is being annexed in this section of Report.

Briefly summarized outcomes are as follows:

**MGNREGA :** The opening balance of this account as on 01.04.2011 was Rs. 3772.21 Lakhs. The Central Government has released Rs. 1108 Lakhs in FY:2011-12, the state release in the FY:2011-12 was Rs. 1650 Lakhs, the other receipts in this account in the FY:2011-12 stood at Rs. 1095.81 Lakhs. Thus the total funds available in this account in FY:2011-12 was Rs. 7626.02 Lakhs out of which Expenditure Incurred in this account up to 31.03.2012 was Rs. 5190.92 Lakhs which is about 68% of the total available fund.

**SGSY/NRLM :** The opening balance of this account as on 01.04.2011 was 1337.84, the Central Release in this account in the FY: 2011-12 was Rs. 452 Lakhs, the State Release in the same period was Rs. 119 Lakhs. Thus total funds available in this account in the FY:2011-12 was Rs. 1908.84 Lakhs. The amount of Expenditure Incurred in this account up to 31.03.2012 was Rs. 1602.94 Lakhs which is about 84% of the total available fund in the FY:2011-12.

**IAY :** The opening balance of this account as on 01.04.2011 was Rs. 6284.99 Lakhs, the Central Release in the FY:2011-12 was Rs. 9351.27 Lakhs, the State Release in the same period was Rs.2781.63 Lakhs and the other receipts in this account in FY:2011-12 stood at Rs. 30.6 Lakhs. Thus the total funds available in this account in FY:2011-12 was Rs. 18448.49 Lakhs out of which the amount of Expenditure incurred up to 31.03.2012 is Rs. 16745.48 Lakhs. The Expenditure incurred in the FY:2011-12 is about 91% of the total available funds.

**NSAP :** The opening balance of this account as on 01.04.2011 was Rs. 53.5 Lakhs, the Central Release in this account in FY:2011-12 was Rs.118.00 Lakhs. Thus total funds available in the FY:2011-12 as Rs 171.50 Lakhs out of which the amount of Expenditure Incurred up to 31.03.2012 is Rs. 155.50 Lakhs which is about 91% of the total funds available in the FY:2011-12.

**PMGSY :** The total available fund in this account in FY:2011-12 was Rs. 14850.75 Lakhs. The other relevant detailed information and data has not been made available to us by DRDA Darbhanga.

**TSC:** The Central Release in this account in the FY: 2011-12 was Rs. 1335.7 Lakhs and the State Release for the same period was Rs. 676.61 Lakhs, thus the total available funds in the FY:2011-12 was Rs. 2012.31 Lakhs out of which the amount on Expenditure Incurred in the FY: 2011-12 is Rs. 940.19 Lakhs which is about 47% of the total available funds in the FY:2011-12.

### **PHYSICAL PROGRESS:**

The Physical Progress Report (FY: 2011-12) as compiled in Format “A” and duly certified by the District Magistrate Darbhanga is being annexed in this section of Report.

Briefly summarized outcomes are as follows:

**MGNREGA :** In the FY:2011-12 the target for employment generation was fixed at 52.00 Lakhs Mandays out of which only 29.43 Lakhs Mandays employment was generated, which is about 57% of the target. The target for work completion was fixed at 5502 Units in FY:2011-12 out of which only 3181 units works were completed in the above period which is about 58% of the target.

**SGSY/NRLM :** In the FY:2011-12 No Target was fixed for SHGs formation, however up to 31-03-2012 a total 2090 SHGs were formed. It was targeted that 2394 Individual Swarozgaries will be assisted in the FY:2011-12, however only 1065 Individual Swarozgaries were assisted up to 31-03-2012, which is about 45% of the Target. It was also targeted that DRDA will assist 1150 members of SHGs but only 984 members of SHGs were assisted in the FY:2011-12 which is 86% of the target. It is reported

that The Government of Bihar has closed SGSY in all the districts of Bihar from 13.12.2011, the new version of SGSY i.e. AJEEVIKA(NRLM) was to be introduced in place of SGSY but till 31.05.2012 it has not been introduced in District-Darbhanga, Bihar.

**IAY :** In the FY:2011-12 the target for New Dwellings(N.C.) was fixed 48410 units however only 18934 units were constructed up to 31-03-2012 which is only 39% of the target, however it is reported that 47637 beneficiaries have got their Ist installment out of 48410 targeted units.

**PMGSY :** The target for number of roads completion by 31-03-2012 was fixed at 94, however only 40 roads were completed in the above period which is about 43% of the target. The target for length of roads completion by 31-03-2012 was fixed at 551.15 Kms against which only 183.56 Kms was completed by the stipulated time which is 33% of the target.

**TSC :** In the Financial Year 2011-12 the target for providing IHHLs was fixed at 52776 units against which 47608 units of IHHLs were provided by 31.03.2012 which is 90% of the target. The target for construction of School Toilets was fixed at 1178 units in FY: 2011-12 and it was achieved by 100%.

#### **PLANNING & IMLEMENTATION:**

**MGNREGA:** Under MGNREGA the Decentralized Planning is fully implemented i.e. the Annual Work Plan and Labour Budget is prepared and approved by Gram Sabha at gross root level. The Annual Work Plan is prepared in an open meeting of Gram Sabha being held on 2<sup>nd</sup> Oct every year and after approval by Gram Sabha it is send to the Programme Officer (PO) of concerned Block.

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

**Gram Sabha (GS):** The Gram Sabha 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

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

The Gram Panchayat performs 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.

**Intermediate Panchayat (IP):** The Intermediate Panchayat is responsible for the consolidation of the GP plans at the Block level into a Block Plan and for monitoring and supervision

**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 District Programme Coordinator.

**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 w includes 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 be 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*.

Social Audit is done by the Gram Sabha

Awareness is generated by PRIs at each level through Information, Education and Communication ( IEC ).

In the State of Bihar Financial Power in MGNREGA is vested with Gram Panchayat at village level, the Bank Account is jointly operated by the chairman of Gram Panchayat called Mukhiya in Bihar and Gram Panchayat Rojgar Sewak (PRS). At block level the bank account is jointly operated by the Programme officer (PO) and Accountant MGNREGA.

**SGSY/NRLM:** Under SGSY the work of formation of SHGs in District-Darbhanga is done by NGOs selected by DRDA Darbhanga. 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 by NGOs.

As for as Individual Swarojgaries are concerned in some cases the selection of individual beneficiaries is done by Gram Panchayats or in other cases it is proposed by NGOs/Facilitators.

In our observation there is no agency to provide hand holding support to SHGs, after receiving loans from banks they are left on their destiny. There is no agency for monitoring of economic activities of SHGs. Since entire activity related to SHGs formation, selection of beneficiaries and facilitating financial services is done by NGOs and DRDA, PRIs has no role, so they remain neutral in the whole process and shows disinterest in Monitoring activities.

It is reported that The Government of Bihar has closed SGSY in all the districts of Bihar from 13.12.2011, the new version of SGSY i.e. AJEEVIKA (NRLM) was to be introduced in place of SGSY but till 31.05.2012 it has not been introduced in District-Darbhanga, Bihar.

**IAY:** The selection of beneficiaries in IAY is done by Gram Sabha based on IAY waitlist prepared on the basis of BPL List 2002 and the special list approved by Gram Sabha in open meeting. The dedicated account of individual beneficiaries is opened in a Nationalised 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 amount recorded passbook holder beneficiaries are directed to withdraw the entire amount for construction of IAY houses from the bank on a predefined date (decided by concerned BDO and Manager of Bank) in presence of a Deputed Observer from the concerned Block. The observer verifies the signature/ Thumb impression of individual beneficiaries only then they can withdraw the sanctioned amount. 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 **99% IAY houses are without Sanitary Latrine and 100% IAY houses are without Smokeless Chulla**. In most of the cases the quality of construction of IAY houses is poor. There are about 30% incomplete IAY Houses for more than two years.

**NSAP:** The selection of beneficiaries under NSAP namely 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) is done by Gram Sabha in an open meeting as per guideline and eligibility criteria of NSAP laid down by Government of India. The individual account of selected beneficiaries is opened in nearby Post Office, in which the pension amount is directly transferred. It is observed that pensioners are not receiving their pensions regularly i.e. in every month, there is a delay of about 5-6 months. There are cases of rent seeking by postmasters/mukhiyas for disbursement of pension amount. The eligible candidate can submit the application for pension in respective categories throughout the year to The Secretary, Gram Panchayat or concern BDO, record of application thus received is maintained at their respective levels. The application thus received is scrutinized as per eligibility criteria and is processed accordingly.

**PMGSY:** The implementing agency of PMGSY is CPWD and RRDA-Darbhangha. As for planning is concerned, it is good but implementation part is poor. The quality of the most of the completed roads is average to poor, their maintenance is also poor. Most of the roads are left uncompleted and are causing very inconvenience to the pedestrian.

**TSC:** TSC in District-Darbhanga is implemented by Executive Engineer, PHED-Darbhanga through its District Coordinator and Block Coordinators. The District Coordinator and Block Coordinators select NGOs for construction of IHHLs, School Toilets and Community Toilets. There are about 120 NGOs engaged for the construction of IHHLs, School Toilets and Community Toilets. Each NGO is given a target of construction of 200 IHHLs. We observed that the construction of IHHLs is very poor, the construction of most of the IHHLs is incomplete and about 90% IHHLs are defunct or not in use.

## **CHAPTER 3**

### **Programme wise Findings**

The two member's expert team of Hi-Tech Institute of Information Technology (HIIT), Lucknow visited District-Darbhanga from 21<sup>st</sup> May to 25<sup>th</sup> May. The team interacted with the district level as well as Block Level programme implementing authorities.

The team visited revenue village-Alinagar of Gram Panchayat Alinagar, revenue village-Dashot of Gram Panchayat Hanuman Nagar, revenue village-Jayantipur Dath of Gram Panchayat Harsingpur, and revenue village-Tumaul of Gram Panchayat Tumaul Shhath Lahta all the Gram Panchayats(GPs) were selected from the Block-ALINAGAR.

The team visited revenue village-Pokhar Sah of Gram Panchayat Bajidpur, revenue village-Biuni of Gram Panchayat Biuni Andama, and revenue village-Jogiyara of Gram Panchayat Kushothar, all the Gram Panchayats(GPs) were selected from the Block-BAHADURPUR.

The team also visited revenue village-Balogaon of Gram Panchayat Baligaon, revenue village-Hathauri South of Gram Panchayat Hathauri South, and revenue village-Aadharpur of Gram Panchayat Samadhpora, all the Gram Panchayats(GPs) were selected from the Block-BAHERI.

During the visit of above revenue 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 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 and 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-Darbhanga our *programme wise findings are as follows:*

**MGNREGS:** For MGNREGS in District-Darbhanga our findings are as follows-

- The Mukhiya and ward members are aware of the key provisions and procedures of MGNREGA, Block orientation conventions/ relevant training programmes are attended by Mukhiya and Gram Panchayat Rojgar sewak(PRS).
- All the sections of the villages in all GPs are aware of MGNREGA and its process.
- All the willing households have been registered freely and job cards have been issued to all the registered households.
- All the registered households are issued job cards free of cost within 15 days of registration.
- In most of the cases job cards do not have the photographs of all the registered household members.
- The photographs are given free of cost.
- The job cards are in custody of the mukhiya of registered household.
- The members of registered household apply for job in oral or in written, on written application dated acknowledge receipt is issued by GP.
- All the job card holders are given work within 15 days of demand.
- Gram Sabha is convened for selection of works under MGNREGA.
- Priorities of Gram Sabha have been maintained in the formulation of GP development plan and shelf of works
- Villagers are not completely satisfied with the choice of works.
- All the GPs have an approved shelf of projects adequately more than the estimated demand with technical, administrative and financial sanction ready to start when employment demand is received.
- Only permissible works are taken up, land development for individual SC/ST families is on highest priority, followed by Kachha Road construction and water conservation.
- The quality of construction of assets/ work is average
- The list of approved works is not displayed publically in Gram Panchayat.
- Numbered Muster rolls are issued by PO and is maintained on worksites by Gram Panchayat Rojgar Sewak (PRS).
- The muster rolls have information on laborers' job card number, attendance and payment record.
- We have not found any evidence of involvement of contractors or use of labour displacing machinery.
- Delay in measurement of works done is reported in most of the cases.
- Works in progress are being technically supervised regularly.
- Cash Book is maintained and is updated regularly.

- No instance of workers being paid less than minimum wage rate is reported.
- Sometimes wages are not paid within 15 days, the time lag between work completion is about 30 days, the delay in payment of wages is largely due to delay in measurement of works and delay in post office.
- The wages are paid through post office account.
- The men and women are paid equal wages. The average amount of wage paid per day per labour is Rs. 144/-.
- All the prescribed work facilities are made available to workers.
- During verification of muster rolls we found all the entries were correctly recorded and entries were matching with the entries on job cards. The job card entries were found upto date.
- No Asset Register, employment Register or complaint register was made available by Mukhiya or PRS for our verification.
- Gram Rojgar Sewak is available for each GP.
- There is a Technical Assistant (JE) for a group GPs to supervise and measure the works.
- The training has been given to only Mukhiya and PRS.
- All the works are monitored by block level officials.
- Preparation of labour budget is not undertaken in Gram Sabha.
- VMC does not monitor the works.
- Social Audit of all the works has been done.
- Social Audit is done by Gram Sabha but without quorum, the meeting is not adequately represented by all sections of the village, only few workers are involved in the process.

### **Clarifications/Description of issues based on NLM's Observation**

**S.No. 1:** Reasons for Delay in payment of wages, amount of delay and number of such cases:

*Sometimes wages are not paid within 15 days, the time lag between work completion is about 30 days, the delay in payment of wages is largely due to delay in measurement of works and delay in post office. The number of such cases is about 50% of the number of works completed.*

**S.No. 2:** GP's response on reasons for preparation of labour buget not undertaken in Gram Sabha:

*Preparation of labour budget is not undertaken in Gram Sabha. The labour budget is prepared by PO. It was revealed by the*

*functionaries of Gram Panchayat and Gram Rojgar Sewak that they have no adequate knowledge and expertise for Preparation of labour budget as they have not been trained in this area.*

**S.No. 3:** Reasons for social audit not conducted in village Pokhar Sah and Jogiyara during FY: 2011-12:

*It was admitted by Mukhiya and Gram Rojgar Sewak of above villages that social audit have not been conducted in these villages, but they failed to assign any reason for it, on inquiry they became silent.*

**SGSY/NRLM:** For SGSY/ NRLM in District-Darbhangha our findings are as follows-

*During our visit to the villages of block-Bahadurpur and Baheri, the block functionaries of block-Bahadurpur and Baheri dealing with SGSY failed to show any SHG which is actively engaged in economic activities. Some members of some SHGs claimed that they are doing the business of cattle(Goats, cows and buffalos) rearing by taking loans from bank but **on spot verification we have not found any goat, cow or buffalo bearing KANAUTI in their ears which is the proof that these cattle are purchased on loan under SGSY.** We doubt that the loan taken under SGSY by the SHGs is being used in other means, all the game is to get the subsidy provided under SGSY, and no economic activity is being done by SHGs in visited villages of these two blocks. Our all the findings for the villages of these two blocks are based on the data and information provided the functionaries dealing with SGSY.*

- The Gram Panchayats(GPs) are not involved in monitoring of SHGs/ beneficiaries because entire activity related to SHGs formation, selection of beneficiaries and facilitating financial services is done by NGOs and DRDA, PRIs has no role , so they remain neutral in the whole process and shows disinterest in Monitoring activities.
- No common infrastructure for key activities under SGSY is provided by Gram Panchayats in the Village. No reasons have been assigned by GPs.
- No marketing infrastructure asset has been created under SGSY by Gram Panchayats in the Village. No reasons have been assigned by GPs.
- NGOs have been involved by DRDA in the Development of SHGs. It is reported that NGOs visited the village once in the last one year. The



NGOs visit was mere a formality. The SHGs expect that NGOs & DRDA should provide them handholding supports in production as well as marketing of their produce.

- No SHG is reported to default on loan under SGSY in the village, as reported by block functionaries. SHG monitor the repayment of its members. The repayments are not monitored by NGOs or DRDA.
- Swarojgaris of the villages have provided adequate skill up gradation/Technical training under SGSY, but most of the members of SHGs are reported for performing the activities other than in which they are trained.
- No defunct SHG is found any village, as reported by block functionaries.
- Beneficiaries are satisfied with the support provided by DRDA for their enterprise.
- No SHG reported for any technical problem in production of their products.
- One SHG namely Fiza Traders in Revenue Village-Alinagar, GP Alinagar, Block-Alinagar complained that it is facing problems dealing with banks, The Bank Manager misbehaves with its member.
- It is reported that The Government of Bihar has closed SGSY in all the districts of Bihar from 13.12.2011, the new version of SGSY i.e. AJEEVIKA (NRLM) was to be introduced in place of SGSY but till 31.05.2012 it has not been introduced in District-Darbhangha, Bihar.

#### **Clarifications/Description of issues based on NLM's Observation**

**S.No. 4:** GPs response on reasons for Gram Panchayat not involved in Monitoring of SGSY groups/ beneficiaries in the Village:

*The Gram Panchayats(GPs) are not involved in monitoring of SHGs/ beneficiaries because entire activity related to SHGs formation, selection of beneficiaries and facilitating financial services is done by NGOs and DRDA, PRIs has no role , so they remain neutral in the whole process and shows disinterest in Monitoring activities.*

**S.No. 5:** Details of common infrastructure provided by Gram Panchayat for the key activities under SGSY in village-Alinagar:

*Gram Panchayat provides the infrastructure of Panchayat Bhawan for the key activities such as social mobilization, selection of beneficiaries, Skill up gradation training and common meeting place under SGSY in village-Alinagar*

**S.No. 6:** GP's response on reasons for Gram Panchayat not provided any common infrastructure necessary for the key activities under SGSY:

*The functionaries of Gram Panchayats such as Mukhiya and Panchyat Secretary told that no authority or functionary of District or Block ever told them about the provision that GPs have to provide common infrastructure necessary for the key activities under SGSY, they have no role assigned in the implementation of SGSY .*

**IAY :** For IAY in District-Darbhanga our findings are as follows-

- The Permanent IAY waitlist based on BPL List 2002 has been finalized in every village panchayat and it is displaced/ painted on the wall of a prominent building.
- Selection of beneficiaries is based on Permanent IAY waitlist and special list prepared and approved by Gram Sabha in an open meeting.
- The mode of payment of benefit amount (cash component) under IAY is through bank/Cheque. The dedicated account of individual beneficiaries is opened in a Nationalised 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 amount recorded passbook holder beneficiaries are directed to withdraw the entire amount for construction of IAY houses from the bank on a predefined date (decided by concerned BDO and Manager of Bank) in presence of a Deputed Observer from the concerned Block. The observer verifies the signature/ Thumb impression of individual beneficiaries only then they can withdraw the sanctioned amount.
- 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 **99% IAY houses are without Sanitary Latrine and 100% IAY houses are without Smokeless Chulla.**
- In most of the cases the quality of construction of IAY houses is average to poor.
- There are about 30% IAY Houses found incomplete for more than two years.

- No common infrastructure is provided by the GP because of financial and physical constraints.

**NSAP:** For NSAP namely 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) in District-Darbhanga our findings are as follows-

- Ground Level Functionaries, PRIs and villagers are aware about the NSAP Schemes and change in eligibility criteria.
- The application for IGNOAPS/IGNWPS/IGNDPS can be presented to the Panchayat Secretary at Panchayat Bhawan and to the concerned BDO at the Block Office; the record is maintained for received application.
- The applications received are scrutinized as per eligibility criteria and online processing is done accordingly.
- The pensions under IGNOAPS/IGNWPS/IGNDPS based on the guideline of NSAP are sanctioned by Assistant Director, Social Security, Darbhanga.
- In all the GPs full and universal coverage has been achieved as per the latest eligibility criteria.
- The amount of pension under IGNOAPS/IGNWPS/IGNDPS is Rs. 200/- per month.
- The individual account of selected beneficiaries is opened in nearby Post Office, in which the pension amount is directly transferred.
- It is observed that pensioners are not receiving their pensions regularly i.e. in every month, there is a delay of about 5-6 months.
- There are cases of rent seeking on account of disbursement of pension amount by postmasters/mukhiyas .
- No Methodology/system has been evolved by the state or district for monitoring of beneficiaries.
- No verification of beneficiaries has been carried out by district in FY:2011-12
- There is no grievance redressal mechanism under NSAP in District-Darbhanga.
- Villagers have complaints about corruption at the time of Disbursement of pension amount.

## **Clarifications/Description of issues based on NLM's Observation**

**S.No. 7:** Reasons for delay in receipt of pension:

*It has been submitted by the concerned functionaries that the delay in receipt of pension is due to delay in release of funds from state and district levels.*

**S.No. 8:** Beneficiaries expectations on Pension amount and Processes:

*In the time of persistent rise in prices of commodities, all beneficiaries expect that their Pension amount should be increased from Rs. 200/- per month to Rs. 500/-per month and the amount should be disbursed on monthly basis regularly.*

**S.No. 9 :** Details of corruption/biased selection reported/ observed during the visit to the village:

*All the beneficiaries of IGNOAPS/IGNWPS/IGNDPS complained that an amount of Rs. 20-50 per transaction is taken by the Asst. Post Master of the concerned post office as facilitation charge for withdrawal of their pension from the post office. The statement of 7 beneficiaries from village-Dashot of GP-Hanuman Nagar and 10 beneficiaries from village-Jyantipur Dath of GP-Harsinghpur is recorded in written with their signature or thumb impression in presence the concerned Mukhiya and Panchayat Secretary and other block level functionaries. Due to fear from the Dabang middleman amongst the villagers the beneficiaries of other villages have not put their signature or thumb impression.*

*The statement of beneficiaries in original is being annexed in this section of report.*

**PMGSY :** For PMGSY in District-Darbhanga our findings are as follows-

- It has been observed that not a single road has been completed in stipulated time.
- In case of ongoing projects we have not found any field laboratories established by the contractor.
- All the roads have adequate camber (cross slope) to ensure that water does not accumulate on road pavement.

- Quality control registers are being maintained and counter signed by JEs/AEs.
- The visited roads were not inspected by State Quality Monitors.
- Overall quality of constructed road is average and riding comfort is excellent.
- Road furniture and citizen information boards are provided on completed road.
- Frequency of public/private transport and passenger vehicles has increased after construction of roads.
- The connectivity to educational, health institutions and markets has increased on completion of road.

**TSC :** For TSC in District-Darbhanga our findings are as follows-

- There is Average Level of community awareness on sanitation and safe hygiene practices in the villagers.
- No visited village has ever received Nirmal Gram Puraskar
- Community toilets have been constructed only in the village-Hathouri south but are not in use.
- We observed that the construction of IHHLs is very poor, the construction of most of the IHHLs is incomplete and about 90% IHHLs are defunct or not in use.

### **Clarifications/Description of issues based on NLM's Observation**

**S.No. 10:** Places in the village where open defecation observed:

*During our visit we found open defecation on the sides of roads, ponds, dams and the field (khet).*

**S.No. 11:** GP's response on reasons for System of Solid Waste Management followed not in Practice in the village:

*The functionaries of GPs told that due to financial constraints and lack of appropriate skills and know how, System of Solid Waste Management followed not in Practice in their village.*

**S.No. 12:** GP's response on reasons for System of liquid Waste Management followed not in Practice in the village:

*The functionaries of GPs told that due to financial constraints and lack of appropriate skills and know how, System of liquid Waste Management followed not in Practice in their village.*

## **CHAPTER 4**

### **Conclusions & Suggestions**

**MGNREGA:** Overall performance of MGNREGS in District-Darbhanga is average. We conclude that functionaries of Gram Panchayats are not enough competent to implement the MGNREGA in letter and sprits. There is a need for capacity building of the functionaries at Gram panchayat and block level. In a political move the 50% seats in Panchayats have been reserved for women by The Government of Bihar but in practice the role of Women Mukhiya is very limited, the actual role of Mukhiya in the Gram Panchyat of Bihar is played by the husband /son of Women Mukhiya popularly called as MP(Mukhiya Pati), he has his vested interest. He influences the Gram Rojgar Sewak by all means-Sam, Dam, Dand and Bhed and tried the works get executed as he desires. So there is a need to break this nexus for biasless implementation of MGNREGS in the village. We also observe that there is no effective and independent monitoring agency to monitor the all works without biasness. There is need of Third Party Monitoring of all the works in progress. Social audit is conducted by Gram Sabha without quorum. The social audit should be conducted by Gram Sabha in an open meeting in presence of some district level functionary and one representative of a popular NGO. Labour Budget is not prepared by Gram Sabha, it should be prepared by Gram Sabha in an open meeting, for the purpose there is a need of enhancement of capacity of functionaries of Gram Panchayat especially Gram Rojgar Sewak. 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. We suggest that once in a year there should be a drive for updating all the job cards. We also 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:**

We conclude that SGSY has lost its objective at least in the visited villages of District-Darbhanga as During our visit to the villages of block-Bahadurpur and Baheri, the block functionaries of block-Bahadurpur and Baheri dealing with SGSY failed to show any SHG which is actively engaged in economic activities. Some members of some SHGs claimed that they are doing the business of cattle(Goats, cows and buffalos) rearing by taking loans from bank but **on spot verification we have not found any goat, cow or buffalo bearing KANAUTI in their ears which is the proof that these cattle are purchased on loan under SGSY.** We doubt that the loan taken under SGSY by the SHGs is being used in other means, all the game is to get the subsidy provided under SGSY, and no economic activity is being done by SHGs in visited villages of these two blocks.

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

## **IAY:**

We conclude that in most of the cases the quality of construction of IAY houses is average to poor, there are about 30% IAY Houses found incomplete for more than two years. Sanitary Latrines and smokeless Chullas are required to construct along with IAY houses but we found that 99% IAY houses are without Sanitary Latrine and 100% IAY houses are without Smokeless Chulla. No common infrastructure is provided by the GP because of financial and physical constraints and Gram Panchyat is not involved in the monitoring of construction of IAY houses.

We suggest that along with Gram Panchayat and independent agency should be involved for monitoring of construction of IAY houses. IAY Scheme has been converged with the RGGVY, TSC, Jan shree and aam admi bima yojana. The convergence in true sense is not being implemented in Darbhanga, We suggest that the convergence should be implemented in letter and sprits.

**NSAP:**

We conclude that there are cases of rent seeking on account of disbursement of pension amount by postmasters/mukhiyas. No Methodology/system has been evolved by the state or district for monitoring of beneficiaries. No verification of beneficiaries has been carried out by district in FY: 2011-12 .There is no grievance redressal mechanism under NSAP in District-Darbhangha.

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

**PMGSY:**

We conclude that not a single road has been completed in stipulated time. In case of ongoing projects we have not found any field laboratories established by the contractor. The visited roads were not inspected by State Quality Monitors.

We suggest that progress of ongoing project should be strictly monitored by District Authorities and State Quality Monitors should inspect the completed roads.

**TSC:**

We conclude that the construction of IHHLs is very poor, the construction of most of the IHHLs is incomplete and about 90% IHHLs are defunct or not in use.

We suggest for 100% verification of IHHLs and a strong drive for awareness creation and attitudinal change of villagers.



## **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 Capacity Building of PRIs of Village level to handle the provisions of MGNREGA.
2. There is need for breaking nexus of Mukhiya Pati and Gram Rojgar Sewak for free and fair implementation of MGNREGS.
3. There is need for Third Party Evaluation/Impact study of MGNREGS in Darbhanga.
4. There is a need for orientation programme for Block Level Functionaries of MGNREGA.
5. There is a need for 100% verification of IAY houses and IHHLs.
6. There is a need for strong drive for awareness creation and attitudinal change of villagers about sanitation and hygiene.

**The End**