

No.J-11011/2/2010-MGNREGA
Government of India
Ministry of Rural Development
Department of Rural Development
(Mahatma Gandhi NREGA Division)

Krishi Bhavan, New Delhi 110114
4th March, 2010

ORDER

Subject: **Setting up of Working Groups to recommend measures for strengthening the implementation of Mahatma Gandhi National Rural Employment Guarantee Act**

In the meeting of the 11th Central Employment Guarantee Council held on 22nd February 2010 under the Chairmanship of Hon. Minister(Rural Development) it was decided to set up working groups on different aspects impacting the implementation of the Mahatma Gandhi National Rural Employment Guarantee Act.

2. Accordingly it has been decided to constitute the following Working Groups.

(a) Working Group on Planning and Execution

Composition

(1)	Shri Rangu Rao	Chairman
(2)	Representative, People's Science Institute	Member
(3)	Shri Vijay Mahajan, BASIX	Member
(4)	Representative, WASSAN	Member
(5)	Representative, Centre for Science and Environment	Member
(6)	State Government representatives from Kerala, Karnataka and Jharkhand	Member
(7)	Representative from Planning Commission	Member

Terms of Reference

A. Planning will include the following:

- (i) Preparation and approvals (technical and administrative) of shelf of projects as per sections 14, 15, 16, of the Mahatma Gandhi NREGA
- (ii) Formulation and approval of the Labour Budget
- (iii) Development of perspective plans and the annual plan
- (iv) Use of a project mode of planning

- (v) Coordinating the planning under Mahatma Gandhi NREGA with the planning guidelines of MPRI and the Planning Commission.
- (vi) Choice of works for sustainable and durable assets within permissible list, factoring in labour seasonality.
- (vii) Expansion of scope of works that may be considered.
- (viii) Appropriate levels for maintaining Wage –material ratios
- (ix) Convergence guidelines and processes
- (x) MIS based planning
- (xi) Developing GIS
- (xii) Developing guidelines for innovations

B. : Issues to be addressed under Execution will include the following

- (i) Developing detailed estimates
- (ii) Timely opening of works
- (iii) Selection of implementing agencies appropriate to the project selected.
- (iv) Role of line departments
- (v) Material procurement
- (vi) Worksite Management
- (vii) Facilities
- (viii) Mates
- (ix) Measurement
- (x) Inspection and monitoring of works
- (xi) Measures for completion of works
- (xii) Quality certification
- (xiii) Operational modalities of convergence projects
- (xiv) Tools that take away drudgery of manual work and improve efficiency
- (xv) Record for works management
- (xvi) Muster Rolls
- (xvii) Measurement Books
- (xviii) Bills and vouchers
- (xix) Project registers: pre-mid-post progress
- (xx) Asset registers
- (xxi) Information Boards

C. The measures identified should aim at

- i) Ensuring conformity to law and guidelines
- ii) Encouraging community involvement specially workers and in particular deprived groups through participatory rural appraisals
- iii) Strengthening the role of the gram sabha and the PRIs
- iv) Improving the quality and sustainability of works undertaken
- v) Better use of ICT
- vi) Transparency in processes

(b) Working Group on Wage

Composition

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|---|----------|
| (1) Dr. Jean Dreze | Chairman |
| (2) Shri Nikhil Dey(MKSS) | Member |
| (3) Ms. Annie Raja(NFIW) | Member |
| (4) Representative from V V Giri Labour Institute | Member |
| (5) State Government representatives from Kerala, Uttar Pradesh, West Bengal | Member |
| (6) Representatives from Ministry of Labour and Ministry of Statistics and Programme Implementation | Member |

Terms of Reference

A: Issues to be addressed

- (i) indexing methods for arriving at a real wage of Rs. 100
- (ii) Schedule of Rates and Work Time Motion Studies
- (iii) Timely wage disbursements and institutional/agency (administrative and financial) responsibilities towards this end.
- (iv) Compensation for delayed payments
- (v) Financial inclusion

B. Measures identified should aim at

- (i) Ensuring conformity to Mahatma Gandhi NREGA and and Operational Guidelines
- (ii) Fair and equitable wages
- (iii) Wage payment within 15 days, else compensation
- (iv) Better use of ICT
- (v) Transparency in processes

(c) Working Group on Transparency and Accountability

Composition

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| (1) Ms. Aruna Roy | Chairperson |
| (2) Ms. Arundhati Dhuru(ASHA) | Member |
| (3) Shri Sandeep Dikshit | Member |
| (4) Representative of Centre for Policy Research | Member |
| (5) Dr. Parshuram Rai, Centre for Ecology and Food Securities(CEFS) | Member |
| (6) Shri Shekhar Singh Former Convenor National Campaign for People's Right to Information Delhi | Member |
| (7) Representative of Comptroller and Auditor General of India | Member |

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| (8) | State Government representatives from
Andhra Pradesh, Tamil Nadu | Member |
| (9) | Representative from Central Vigilance Commission | Member |

Terms of Reference

A: Issues to be addressed

a.) Enforcing rights and entitlements

- (i) Application process for Job cards
- (ii) Authenticity of job cards
- (iii) Application process for employment
- (iv) Issue of dated receipts
- (v) Custody of Job Cards
- (vi) Timely updation of Job Cards
- (vii) Work Allocation within 15 days of demand
- (viii) Unemployment Allowance payment

b) Monitoring and Vigilance

- (i) Internal and external monitoring and verification systems
- (ii) Local vigilance committees

c) Transparency

- (i) Proactive disclosure, including MIS
- (ii) Social audit process

d) Accountability

- (i) Complaints
- (ii) Grievance redressal, including ombudsman
- (iii) Penalty

e) Formats

- (i) Job Cards
- (ii) Muster Rolls
- (iii) MIS

B. Measures identified should aim at

- (i) Ensuring conformity to law and guidelines
- (ii) Enforcement of workers' rights and entitlements
- (iii) Transparency in all operational processes
- (iv) Strong independent mechanisms for monitoring
- (v) Effective grievance redressal

(d) Working Group on Capacity Building

Composition

(1) Prof. Ashwani Kumar	Chairman
(2) Representative, Institute of Social Science	Member
(3) Representative, Ministry of Panchayati Raj	Member
(4) Dr. B Panda, North East Hill University	Member
(5) Shri Ved Arya, SRIJAN	Member
(6) Shri Pramathesh Ambasta Samaj Pragati Sahayoj	Member
(7) State Government representatives from Rajasthan and Bihar	Member

Terms of Reference

A: Issues to be addressed

- (i) Strengthening capacities of workers to assert and enforce their rights
- (ii) Strengthening community participation fora like gram sabha,
- (iii) Strengthening administrative systems at all levels: national, state, district, Block, GP to respond better to workers' needs. This is inclusive of PRIs
- (iv) Strengthening research and evaluation systems at all levels: national, state, district, Block.
- (v) Strengthening research and evaluation systems at all levels: national, state, district, Block.
- (vi) All systems (as indicated above) strengthening measures to include:
 - (a) Structures
 - (b) Personnel
 - (c) Business processes
 - (d) Skill upgradation
 - (e) Infrastructural upgradation
 - (f) Guidelines for use of permissible administrative expenses

B. Measures identified should aim at

- (i) Ensuring conformity to law and guidelines
- (ii) Efficient, transparent and responsive system that delivers according to the time bound guarantees of the law and its public accountability provisions

(e) Working Group on Specific needs of specific category of workers

Composition

(1)	Shri Madhusudan Mistry	Chairman
(2)	Ms. Botcha Jhansi Laxmi	Member
(3)	Dr. Haque, Centre for Social Development	Member
(4)	Ms. Neeta Hardikar, ANANDI	Member
(5)	Representative, Centre for Dalit Studies	Member
(6)	Representatives from Ministries of Tribal Affairs and Social Justice and Empowerment	Member
(7)	State Government representatives from Orissa and Madhya Pradesh	Member

Terms of Reference

A: Issues to be addressed

- (i) Gender equity
- (ii) Needs of disabled persons
- (iii) Needs of old persons
- (iv) Special benefits to SC/ST/groups or families in LWE/drought affected areas

- B.** Measures identified should aim at enhancing the effectiveness of the law as a social safety net specially for vulnerable groups

(f) Working Group on Works to be taken up on individual land

Composition

(1)	Shri K S Gopal	Chairman
(2)	Representative from PRADAN	Member
(3)	Dr. Indira Hirway Centre for Development Alternatives	Member
(4)	Dr. Hemnath Rao Administrative Staff College of India	Member
(5)	Representative of Central Institute of Fisheries	Member
(6)	Representative of BAIF	Member
(7)	State Government Representatives Maharashtra and Madhya Pradesh	Member
(8)	Representative of Ministry of Agriculture	Member

Terms of Reference

A: Issues to be addressed

- (i) Examine the draft guidelines prepared on this and give suggestions
- (ii) Examine practice in major States
- (iii) Define what is a public work/community asset

B. Measures identified should aim at optimising the potential of NREGA for enhancing agricultural productivity and reducing economic vulnerability of the eligible groups while also instituting broad norms for selection processes and per capita financial assistance

3. The Working Group will hold meeting with such frequency as it may require.
4. The expenditure on TA/DA of the Members in connection with meeting of the Working Group will be borne by the parent Ministry/Department/Organization. However, TA/DA expenditure in respect of non official Members will be borne by the Ministry of Rural Development as per the rules and regulations of TA/DA applicable to Grade I officer of Government of India.
5. The Working Group may co opt any members as per the requirements of the terms of reference.
6. The Working Group will submit its report in accordance with the terms of reference to the Ministry of Rural Development within a period of **2 months from the date of issue of this order.**
7. This has the approval of Secretary (Rural Development).

Sd/-

(J S AUDHKHASI)

Under Secretary to the Government of India
Tele: 2338 1709

To

1. All Members of the Working Groups
2. Chief Vigilance Commissioner, Central Vigilance Commission, Satarkata Bhavan, A-Block, GPO Complex, INA New Delhi-110 23 with the request to nominate representative for the Working Group on Transparency and Accountability.
3. Secretary, Planning Commission, Yojana Bhavan, New Delhi with the request to nominate representative for the Working Group on Planning and Execution.

4. Secretary, Ministry of Panchayati Raj with the request to nominate representative of their Ministry not less than the rank of Director to the Working Group on Capacity Building.
5. Secretary, Ministry of Tribal Affairs with the request to nominate representative of their Ministry not less than the rank of Director to the Working Group on Special Needs of Specific Category of Workers
6. Secretary, Ministry of Social Justice and Empowerment with the request to nominate representative of their Ministry not less than the rank of Director to the Working Group on Special Needs of Specific Category of Workers
7. Principal Director of Audit (Economic and Service Ministries), AGCR Building, IP Estate, New Delhi 110002 with the request to nominate their representative for the Working Group on Transparency and Accountability
8. Principal Secretary(Rural Development and Panchayati Raj) Government of Kerala, Karnataka, Jharkhand, Uttar Pradesh, West Bengal, Andhra Pradesh, Tamil Nadu, Rajasthan, Bihar, Orissa, Madhya Pradesh, and Maharashtra with the request to nominate representative to the respective Working Groups at the earliest.

Copy to:

1. PS to MRD
2. PPS to Secretary(RD)