

ಸರ್ಕಾರದ ರೂರಲ್  
 ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ  
 ರೂರಲ್ ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ



“ಹೆಚ್ಚಿನ ಒಂದು ಹಂತದ ಮೇಲೆ ಮುಂದುವರಿದು, ”

ನಾಡು ಅಭಿವೃದ್ಧಿ ಮತ್ತು ರೂರಲ್ ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ  
 - ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ ಮತ್ತು ರೂರಲ್ ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ  
 ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ ಮತ್ತು ರೂರಲ್ ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ



National Framework

ಉದ್ಯೋಗ ಖಾತೆಯ ಅಧೀನ



Biometrics Enabled for People's Empowerment  
 under the Mahatma Gandhi  
 National Rural Employment Guarantee Act

“Steps taken so far and the road ahead”



Ministry of Rural Development  
 Department of Rural Development  
 Government of India



## TABLE OF CONTENTS

I	INTRODUCTION:	3
II	PERFORMANCE	3
III	CHALLENGES	4
IV	MEASURES FOR GOVERNANCE REFORM AND TRANSPARENCY:	4
	A. Strengthening the Gram Panchayat (GP) through funds and functionaries	4
	B. Technology for transparency and enforcing rights	5
	1. MIS to support MGNREGS	5
	2. Transforming MIS into People Information System	6
	3. Biometric based ICT solution - Pilot projects at GPs	6
	C. Financial inclusion: Doorstep Financial Services	7
	1. ATM Pilot project:	7
	2. Business Correspondent Model:	
V	STRATEGY:	
	Service delivery by private operators powered by biometric based ICT solutions	7
	A. ICT powered Program delivery – Building on the Pilots	8
	B. STAKEHOLDERS	9
	C. PPP model for service providers	9
VI	ICT enabled MGNREGA process	9
VIII	NATIONAL OPERATIONAL FRAMEWORK	13
	A. Standard processes	13
	B. Data warehousing	14
	C. Project rollout	14
	D. PPP framework	14
	E. Expected benefits to stakeholders:	15
X	ANNEXURE -1	16



## INTRODUCTION:

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA or Act) is a landmark social security legislation that epitomises the right to employment on demand. It aims to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a year to every household. MGNREGA has a Right based framework, unlike earlier employment generation programmes. Its demand based entitlements stem from the fundamental right “to live with dignity” and sets it apart from other cash conditional transfers, as well as a social safety net, dependent on Government benefaction.

The basic objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual labor. It has a bifocal lens as the instrumentality of works generates employment and productive assets. The process of implementation seeks to strengthen decentralized democratic governance, promote equity and empower rural communities.

Transparency and public accountability are central to the implementation of this Act as a disparity in rural social structures constrict the exercise of rights by those who are poor and marginalised.

The success of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS or Scheme) depends on enabling workers in rural areas to receive their entitlements under the Act as well as to leverage resources provided under the Scheme to access development opportunities through other programmes, for transiting from wage employment to sustainable livelihood.

The promise and potential of MGNREGA to transform socio economic dynamics in rural areas and restore ecological balance is enormous, necessitating continuous improvements and innovations in the program delivery.

## PERFORMANCE

MGNREGA was notified on 2nd February 2006 in 200 districts, extended to additional 130 districts in April 2007 and thereafter notified in the remaining rural areas of the country in April 2008. The Act spans 619 districts, 6400 Blocks, 6 lakh villages and around 2.35 lakh village Panchayats.

Over the last four years, the performance of the Scheme compares favourably with other anti-poverty initiatives that India has undertaken. Since its inception, Rs. 101387.6 Crore has been released to States/UTs. The total expenditure was Rs. 98486.46 Crore of which Rs. 66976.91 Crore was given as wages (i.e. 68%). 800 Crore person-days have been generated and the number of works undertaken exceed 45.5.lakhs. More than 50% of the works taken up are related to water conservation.

Independent studies undertaken by nationally reputed institutions indicate that the implementation of the Act has resulted in enhancing wage rates and wage bargaining power of the labourers, increasing purchasing power of the poor resulting in increased spending on food, health and education, reduced distress migration, augmented productivity through its green jobs. The Scheme is fast emerging as a potent strategy for adaptation for climate change.

A brief overview of the performance since inception of MGNREGS is provided in Annexure I.

## CHALLENGES

The implementation of a law on a scale as large as MGNREGA is fraught with challenges. Success in Program delivery has varied from state to state on account of disparities in the administrative set up as well as the demographics, cultural and social backdrop at the grassroots.

MGNREGA workers are largely illiterate, poor and at the bottom of the social hierarchy. They cannot articulate their demands 'formally' in writing. The absence of written application for employment, non-issuance of dated receipts, non-payment of unemployment allowances or compensation for delay in wages are not only on account of administrative lapses in record keeping, but reflect the social undercurrents and dynamics that prevent workers from exercising their rights in demanding work from the Gram Panchayat in an equitable manner and to negotiate their Rights.

The implementation of MGNREGA with time bound guarantees and a penalty for default requires an efficient and responsive delivery system. However the effectiveness of the program is adversely impacted by legacy mindsets, structural hierarchies and orthodox procedures.

The system of manual attendance of workers on the work site encourages ghost worker records on muster rolls. Insufficient technical capacities at the ground level affect the quality of planning, delays in awarding work, preparation of muster rolls and measurements resulting in delayed payments.

## MEASURES FOR GOVERNANCE REFORM AND TRANSPARENCY:

A number of measures towards governance reform have been initiated as summarised below:

- strengthening administrative systems through additional dedicated personnel,
- strengthening the Gram Panchayat (GP) through funds and functionaries.
- streamlining financial systems,
- opening workers' accounts in banks and Post Offices (About 90 million such accounts have been opened)
- intensive monitoring,
- initiating district Ombudsman
- attempting to make social audits more inclusive
- setting up a web-based MIS

Key initiatives are elaborated in this section

### A. Strengthening the Gram Panchayat (GP) through funds and functionaries

To enable the GP to perform a pivotal role in planning and implementation, a Gram Rozgar Sahayak (GRS) per GP has been provided for. Currently 1.76 Lakh GRS have been appointed. Further Implementation experience has shown that transparency is aided by availability of proper infrastructure/office at the block/village level where transactions can occur 'publicly'.



Construction of Bharat Nirman Rajiv Gandhi Sewa Kendra, a Knowledge Resource Centre at the Gram Panchayat and Block level, is notified under permissible works, for providing infrastructure for citizen centring of MGNREGA processes and facilitate

- a. citizen access to information on MGNREGA and other Rural Development Programmes.
- b. dissemination of technologies and good practices for effecting convergence for durability and productivity enhancement of rural assets.
- c. operation of ICT facilities both to support GP and block office of Programme Officer (PO) as well as public access to information and online transaction related to development process.
- d. clear visible signature infrastructure for transacting community Rights



## B. Technology for transparency and enforcing rights

The large scale of operations, the limitations of outreach of various services and the need to handle large volumes of information in a transparent manner necessitated the use of ICT in program delivery. ICT facilities both to support GP and block office of Programme Officer (PO) as well as public access to information and online transactions are being promoted.

### 1. MIS to support MGNREGS

Management Information System (MIS) is a system or process that provides information needed to all stake holders to manage processes effectively and in a transparent manner. The Act prescribes proactive disclosure and making information available in public domain. Of all the measures, the most effective so far has been the web enabled MIS (“MGNREGA MIS”), ([www.nregs.nic.in](http://www.nregs.nic.in)), which places all relevant transaction data in the public domain. ICT has facilitated a platform for tracking processes and outcomes. It integrates a large number of field functionaries, officials, local bodies and workers via a coherent centralized workflow engine spanning the entire country. There are checks and balances to eliminate arbitrary entries. The MIS software can work off line. The software can be customized to local requirements by modifying or adding features to it. It also allows local language options.

The MGNREGA MIS is a data base that records all details of employment demand, work done, amount earned, days worked for all households which have registered for the Scheme. Fund flows can be tracked from the time Centre approves the payments till the disbursement. The balance available at different levels, the break up of



expenditure as wages, material and works is available. Job cards, muster rolls and asset registers are available on the web site. The web site architecture is based on the processes prescribed in the Act, hence it is possible to track a job card number, through the muster roll, to the bank account through which wages have been paid. The MIS is designed to provide data on defaults, aberrations, delays and breach of guarantees. For example it can provide, village wise, names of persons who have (a) registered but not received job cards (b) applied for works but not received work allocations within fifteen days and (c) worked but not received payments within fifteen days. It also has inbuilt checks, for example, to validate whether muster roll names are of those who have job cards.

The construction of web based MIS is based on a sound participatory approach and has been continuously evolving through user feed back.

## 2. Transforming MIS into People Information System

Efforts are on to deepen the ICT infrastructure upto the Gram Panchayat level. This penetration will trigger innovations at the grass root, helping workers to assert their Rights and hold implementation agencies accountable.

A good practice to facilitate transparency is to separate worker's demand process and their access to information. A local language enabled audio visual ICT kiosk model (guided by icons and audio) has been developed for workers to use the system and exercise their Rights. Workers need to authenticate their registration through a biometric process by recording their fingerprints on the biometric reader in the kiosk. The worker also records his attendance at the site in the same manner. The kiosk then provides the worker details such as work allotment, attendance, muster report, wages calculation as on date, in the local language. Workers acquire agency through simple ICT methods. This separates the agency that guarantees work, from the application receiving entity.



This transforms the MIS into a “People’s Information System” that is expected to enable the use of ICT at the last mile by the target group of workers, to access information, verify its authenticity and also to directly demand services and rights guaranteed to them.

## 3. Biometric based ICT solution - Pilot projects at GPs

The Gram Panchayat can use ICT technologies with immediate effect, thus enabling all transactions in real time for MGNREGA processes. ICT enabled solutions provide the last mile connectivity and will trigger innovations at the grass root, helping workers to assert their Rights and hold implementation agencies accountable.

The latest ICT technology provides an easy and efficient way to support enabling of MGNREGA operational processes in rural areas by using Mobile Transaction Terminals (MTT). The MTT is designed in such a way that it can work in offline and online mode and update the web based MGNREGA MIS for consolidated reporting.

Pilot initiatives were undertaken to field test and evolve biometric based ICT enabled workers' transactions in Andhra Pradesh [Rangareddy and Visakhapatnam], Kerala [Palakkad and Wayanad], Orissa [Cuttack and Mayurbhanj], Uttar Pradesh [Unnao] and Rajasthan [Bhilwara]. These pilots demonstrate the feasibility of the use of biometric enabled ICT applications for enabling transactions from registration to wage disbursement and capturing the data in real time on the MIS.

### C. Financial inclusion: Doorstep Financial Services

The inadequacy of the rural outreach of financial services has given an impetus to use technological innovations to ensure financial inclusion. Efforts are also on to introduce biometrics through hand held devices for enabling an end to end solution for workers from registration of job cards to wage disbursement.



#### ATM Pilot project:

This project has implemented low-cost ATMs with finger-print authentication and local language interface in the selected implementation areas with 'always on' internet connectivity. Each of these ATMs is linked to a partner bank (SBI).

Accounts of people offered work in MGNREGS are maintained in the partner bank and the local government transferred wages electronically to the bank accounts of individuals. Payments to individuals are made through ATMs in the villages using biometrics.

Project has been implemented in Tamil Nadu, Cuddalore District in following villages: Periakankakuppam, Pathirikuppam, Pachiankuppam and Thiruvanthipuram. The key features of the pilot project are as follows:

- The project is aimed at financial inclusion and ensuring leak proof delivery of wages to the beneficiaries. The local community derives the benefit of the ATM with the help of the kiosk operator, and this promotes financial literacy in the village where the MGNREGS beneficiaries get to understand the benefit of banking services.
- This project also promotes opens opportunities to rural entrepreneurs using the kiosk platform, and a self-sustainable business model where the kiosk operator generates revenues to sustain operations and when scaled up, leads to growth of the rural economy.



### STRATEGY:

#### Biometric based ICT solutions

Ministry of Rural Development is the implementing agency for MGNREGA and is constantly looking for innovations in program delivery. It has identified ICT as a major tool to leverage the scheme for ensuring access to the target group of beneficiaries.

The use of ICT devices and biometrics can strengthen MGNREGA delivery manifold. Geared towards real time capture of the processes involved in MGNREGS such as registration, demand of work, issue of dated receipt, allocation of work, attendance at worksite with GPS coordinates, measurement of work, wage payments, etc. it would be instrumental in ensuring transparency and accountability, strengthen MIS, reporting and tracking and reducing delays in measurement and payments.

In addition, providing infrastructure, technical and managerial capacity at the village level through a Public private partnership model would facilitate program delivery as well as convergence with other programs of national importance such as the UIDAI for generating the UID number as well as financial inclusion with banks and post offices for micro payments and state level programs.

#### **A. ICT powered Program delivery – Building on the Pilots**

The objective is to use ICT devices, using Biometrics to improve the overall delivery system in the implementation of the MGNREGA by capturing all the processes right from registration, demand of work, issue of dated receipt, allocation of work, attendance at worksite with GPS coordinates, measurement of work and wage payments.

This will not only help to capture details of the Workers, Work and Wages (WWW) as in current MIS but will help in moving toward real time capturing of MGNREGA transactions.

Based on the feedback from the pilots a detailed strategy is formulated for the nationwide rollout as follows:

1. The introduction of Biometric database and the use of ICT devices for improving the over-all delivery system is envisaged.

Primary objective is ensuring, through use of biometric and GPS enabled ICT devices on work sites, biometric attendance to eliminate ghost workers and the problem of the local leadership appropriating the job cards. In the long term integrating MIS with the bio-metric data will create an integrated process of capturing demand in real time, generating date receipt, allocation of work and reducing delays in measurement and payments.

2. This would require the following processes to be put in place:
  - a. Collect Biometric data (UID compliant) of all MNREGA workers and create a State Data Warehouse
  - b. Verify real time attendance for MGNREGA workers at the work-site through hand held devices and transmit this data through GPRS, CDMA, PSTN or internet connectivity whichever is available to update muster roll records and MGNREGA web based MIS.
  - c. Supporting bank's business correspondent with micro mobile ATM devices to deliver wages payments at the workers doorstep.
3. The ICT enabled system would result in the following:
  - a. Promoting transparency and accountability
  - b. Help in reducing the delays in
    - i. Measurement.

- ii. Payments.
- c. In addition, the data so created could also be used by
  - i. UIDAI for generating the UID number.
  - ii. Banks and Post Offices for the purpose of servicing MGNREGA accounts through the Business Correspondent model.

## B. STAKEHOLDERS

The project will be implemented through a tripartite agreement between the MoRD, State Governments and the service provider.

### **Ministry of Rural Development (MoRD):**

MoRD will enter into a tripartite agreement with the States/UTs and the Service provider. MoRD in consultation with the States will prepare a bid document for the service provider with the assistance of a Transaction Advisor. MoRD will fund the project from the MGNREGA.

### **State Governments:**

State government will act as an implementing agency on behalf of MoRD with the help of the Service Provider. State Government will facilitate the Service Provider in implementation of the project.

### **Service Provider:**

The service provider will implement the project as per the bid document.

## C. PPP model for service providers

The Project is proposed to be rolled out as a PPP scheme wherein the private sector would enter into a PPP arrangement for delivery of the scheme.

## ICT enabled MGNREGA process

- 1) The process will start with the capturing of onetime Biometric database of MGNREGA workers. Simultaneously, Registration of new workers along with capturing of biometric database will take place. This will be carried by the service provider.
- 2) Demand of work through
  - a. **Info Kiosk:**  
The info kiosk may be placed at the Point of Service (POS) which can be placed either at Bharat Nirman Rajiv Gandhi Seva Kendra (BNRGSK) or Gram Panchayat or CSC centre.
  - b. **Hand held devices (HHD):**  
The HHD will be carried by the service provider. The Gram Rojgar Sahayak may be trained to do this activity.

### ***The process will be as follows:***

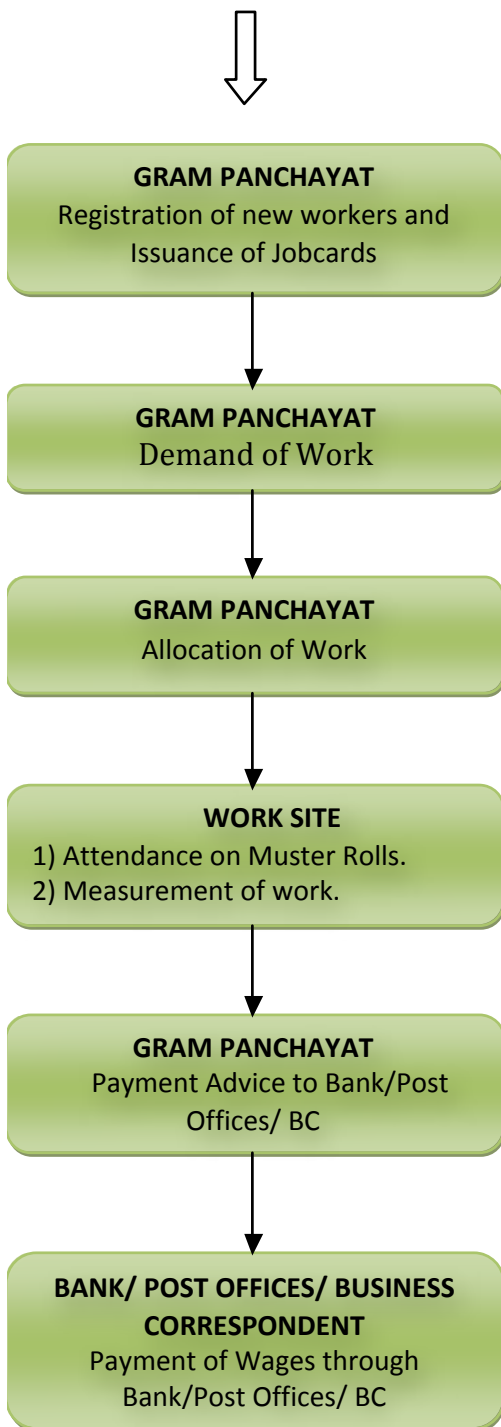
- i. Worker demand for work using biometric, touch screen enabled system through info-kiosk/ HDD (real time through GPRS connectivity or Offline mode)
- ii. Demand for work is done through sound and icon based menus.
- iii. After Bio-metric authentication of the worker the demand can be made.

- iv. Worker gets printed dated receipt against the demand of work.
  - v. Worker can also access real time information on entitlements, Work demanded and allocated, wages accrued and received, register grievances this reduced dependency on the Gram panchayat office and dated receipt will act as evidence for claiming unemployment allowance if it accrues.
- 3) Work allocation and Preparation of e-muster roll by Panchayat
- i. Based on the work demand of the worker, Panchayat allocates work from his/her office.
  - ii. Generate e-muster roll, updates central MGNREGA MIS.
- 4) Attendance at Worksite
- i. Worker register their attendance at worksite through biometric device integrated with Global Positioning System (GPS) that provides location.
  - ii. Real time image of worksite integrated with map to monitor the progress of work.
- 5) Measurement of Work : e-Measurement:
- i. Gram Rojgar Sevak/JE update the work progress and measurement on e-measurement book through a hand held device. The measurement will be recorded on the worksite with latitude and longitudes of the worksite.
- 6) Generation of Payment Advice:
- i. On basis of attendance and the work progress registered on e-measurement book, Panchayat Office issues payment advice to bank/ Post Office / Business correspondent.
- 7) Payment of the Workers:
- This can be done either through the Post offices/ Banks or by the Business correspondent at the door step of workers.

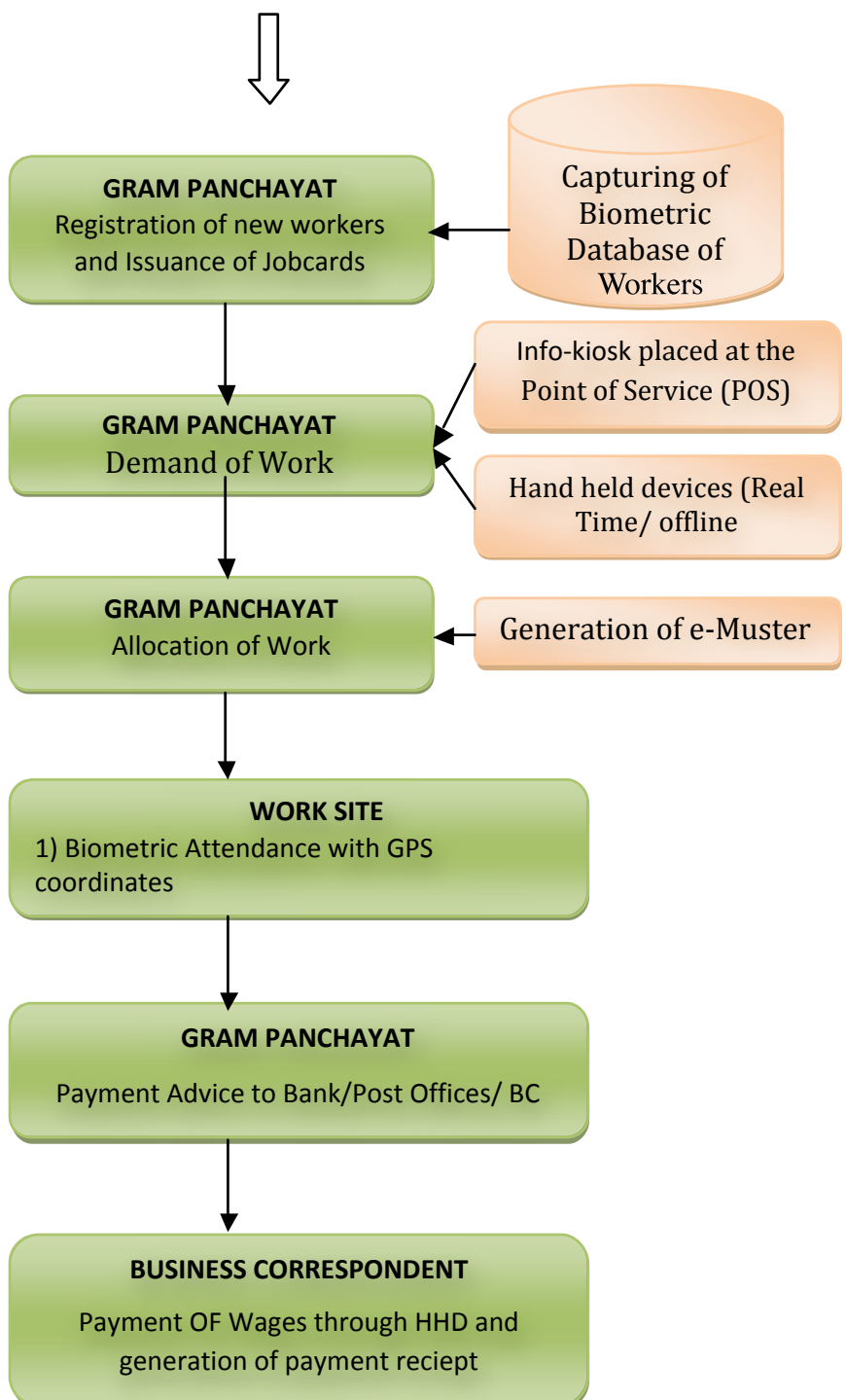
**The process will be as follows:**

- i. Biometric Authentication of the MGNREGA worker by the BC Operator on the HDD.
- ii. MGNREGA worker can check balance in his/her account; the biometric machine gives a voice response intimating the balance in Account.
- iii. MGNREGA worker can requests for withdrawal of money from the HDD.
- iv. A payment receipt/ advice is printed and the customer signs the same acknowledging receipt.

## Ongoing MGNREGA process flow



## Proposed ICT enabled MGNREGA process flow



## ICT based MGNREGA processes

Process	Equipment suggested	Users / Facilitators
<b>1. A. Work demand through info kiosk placed at either BNRGSK/GP office/CSC.</b>		
<ul style="list-style-type: none"> <li>Worker demand for work using biometric, touch screen enabled system in info-kiosk</li> <li>Bio-metric authentication</li> <li>Demand for work through worker friendly sound and icon based menus.</li> <li>Worker get printed receipt</li> <li>Also access real time information on entitlements, , job card details, availability of jobs, work allocation order , work status, wages, register grievances.</li> </ul>	<ul style="list-style-type: none"> <li>Touch screen based computer with key-board, mouse</li> <li>USB connector hub</li> <li>Bio metric device</li> <li>Printer</li> <li>UPS</li> </ul>	<ul style="list-style-type: none"> <li>MGNREGA worker</li> <li>Kiosk facilitator / operator</li> </ul>
<b>1. B. Work demand through hand held device</b>		
Worker demand for work through handheld device (all other points are same as 1.B)	<ul style="list-style-type: none"> <li>Hand held device</li> <li>Bio-metric device</li> </ul>	<ul style="list-style-type: none"> <li>MGNREGA worker</li> <li>Sahayak Sachiv / Gram Rojgar Sahayak</li> </ul>
<b>2. Work allocation and Preparation of e-muster roll by Panchayat Secretary</b>		
<ul style="list-style-type: none"> <li>Based on the work demand of the worker, Panchayat secretary allocates work</li> <li>Generate e-muster roll, pushes to central MGNREGA MIS</li> </ul>	Computer set-up (monitor, keyboard, mouse, CPU and UPS)	<ul style="list-style-type: none"> <li>Panchayat Secretary</li> <li>Computer Operator</li> </ul>
<b>3. Location specific attendance system</b>		
<ul style="list-style-type: none"> <li>Worker register their attendance at worksite through biometric device integrated with Global Positioning System (GPS)that provides location of the attendance registration - no false attendance – enhances transparency</li> <li>Real time image of worksite integrated with map to monitor the progress of work – enhances accountability</li> </ul>	<ul style="list-style-type: none"> <li>Hand held device</li> <li>Bio metric device (same as 1.B)</li> </ul>	<ul style="list-style-type: none"> <li>MGNREGA worker</li> <li>Sahayak Sachiv / Gram Rojgar Sahayak</li> </ul>
<b>4. e-measurement</b>		
Sahayak Sachiv/ JE updates the work progress and measurement on e-measurement book	<ul style="list-style-type: none"> <li>Handheld device</li> </ul>	<ul style="list-style-type: none"> <li>Sahayak Sachiv / Gram Rojgar Sahayak</li> <li>JE</li> </ul>
<b>5. Payment Advice</b>		
<ul style="list-style-type: none"> <li>On basis of attendance and the work progress registered on e-measurement book, Panchayat Secretary issues payment advice to bank</li> <li>Timely payment through bank</li> </ul>	Computer set-up (monitor, keyboard, mouse, CPU)	<ul style="list-style-type: none"> <li>Panchayat Secretary</li> </ul>
<b>6. Payment to Worker through Business Correspondent</b>		
<b>MODEL-1 : Payment to worker using Hand Held Devices</b>		

<ul style="list-style-type: none"> <li>• Biometric Authentication is done of the BC Operator and the MGNREGA Worker</li> <li>• Worker can check balance in his/her account; the biometric machine gives a voice response.</li> <li>• Worker can withdraw the amount through the HDD.</li> <li>• A payment receipt/ advice is printed and the worker signs the same acknowledging receipt.</li> </ul>	<ul style="list-style-type: none"> <li>• Point Of Service [POS] Device- which has biometric sensor, touch screen and thermal printer</li> <li>• Data card/SIM card</li> </ul>	<ul style="list-style-type: none"> <li>• BC Operator</li> </ul>
<b>MODEL-2 : Payment to worker using UID number proposed to be issued by UIDAI in a cardless &amp; online mode</b>		
<ul style="list-style-type: none"> <li>• Logon by the BC Operator</li> <li>• Customer provides UID number</li> <li>• Biometric Authentication by the Customer</li> <li>• Customer requests for withdrawal of money</li> <li>• Confirmation of transaction using voice playback in local language</li> <li>• UID number and biometric is sent to UIDAI backend and authenticated</li> <li>• The amount is given to the Worker</li> <li>• A payment receipt/ advice is printed and the worker signs the same as acknowledging receipt .</li> </ul>	<ul style="list-style-type: none"> <li>• Point Of Service [POS] Device- which has biometric sensor, touch screen and thermal printer</li> <li>• Data card/SIM card</li> </ul>	<ul style="list-style-type: none"> <li>• BC Operator</li> </ul>

## NATIONAL OPERATIONAL FRAMEWORK

MGNREGA envisions a reliable, standardized and scalable technological solution to be delivered at the field level across the country, through a public private partnership model, aimed to build a strong and transparent accountability mechanism to enable the rural poor to demand their rights-based entitlements to employment as set out by MGNREGA.

### A. Standard processes

The Standard Processes expected to be followed in every state under the ICT enabled model would include:

- Enrolment and Registration to MGNREGS, through offline and online enrolment stations: The enrolment process will be in compliance to UIDAI framework and guidelines
- Real time attendance through offline and online hand held devices using biometric verification
- Measurement of work at the worksite
- Electronic generation and submission of various process reports such as attendance report, wages calculation report, work measurement report for approving authority at block, state and national level.
- Wage payment through offline and online hand held devices using biometric verification to ensure payments to the MGNREGA worker through business correspondent of Bank or Post Office.
- Electronic generation of payment reconciliation report against specific Job Card / MGNREGA worker
- Updating and exporting data to MoRD central server for generating consolidated MGNREGA reports using Web based MIS.

## B. Data warehousing

Standard processes as mentioned above will generate information at various levels which would be captured on a real time basis and integrated with the existing MIS and other platforms such as the UIDAI and the banks.

The national data warehouse platform has been envisioned at two levels.

**First Level:** MGNREGA Central Database hosted at a central location and connected to respective State Data warehouses.

**Second Level:** State Databases will be accessible through web cloud to respective site locations to enable transactions.

State would be required to maintain this database for administrative convenience and some degree of customisation is expected in every state. The state database will be dynamically updated to account for every transaction which takes place. Transaction data for MGNREGA for enrolment/registration, Job Card Creation, Work Allotment, Work Measurement, Muster Roll / Attendance, Wages Payment etc. would be maintained herein.

Views of reports for respective Users at Village -> District -> State -> National level would be available and all data and transactions stored in the data warehouse. Web based MIS would be available for all authorised users using ICT infrastructure for monitoring and necessary decision making. This will help in bridging distributed MIS and systems by using standard communication and data type protocol at a single National level MIS for MoRD.



## C. Project rollout

It is envisaged that MoRD would select service providers to implement the projects through a transparent and competitive bidding process, in accordance with the governing legal framework and based on economic viability considerations.

## D. PPP framework

The scheme is envisaged to be implemented using biometric based ICT solution largely through a PPP model to harness private sector efficiencies in the delivery of services.

The service provider would undertake the function of aiding Gram Panchayats / MoRD in enrolment/registration, measurement (of attendance and works) and enabling payments to workers in a region comprising two or three states.

The service provider would bring in the capital, technical and managerial skills to implement the project. The project will be competitively bid out by the relevant authority to the service provider through a transparent bid process.

The Project would be structured so that there are in built incentives to increase awareness of MGNREGA, inform and train workers to access information and empower them to enforce their rights.

The scope of service provider is expected to be as follows:

- One time capture of biometric data of job card holders and its updation from time to time
- Recording transactions during field operations like registration, demand of work, issue of dated receipt, allocation of work, biometric attendance at worksite with GPS coordinates and measurement of work with in relation to GPS coordinates and wage payments
- Maintenance of State level data warehouses

**Convergence:** An important principle during the design of the technological solution is convergence - **Convergence with UIDAI, banking system and MGNREGA MIS is mandatory.**

Service provider may be encouraged to leverage existing infrastructure such as CSCs, SDC's in the states.

**Business Model:** MoRD envisages that the service provider may be appropriately supported by MoRD since the project is not expected to be financially viable. The business model to be developed would provide adequate return on investment to the service provider. It would also provide the necessary incentives for quick rollout, increase in authentic transactions for greater outreach.

**Selection of service provider:** Selection of service provider would be done through an open competitive bidding process. A one stage / two stages bid process will be followed to select the service provider for a pre determined concession period.

**Project Monitoring:** The function of Monitoring will remain with the existing institutions in accordance with the provisions of the Act. MoRD will employ suitable independent agencies for program monitoring and impact assessment from time to time.

Service Level Standards will be put in place for the service provider to benchmark their performance.

**Capacity Building:** MoRD would undertake training of the functionaries of the state, PRIs to facilitate the transition to ICT based program delivery

#### **E. Expected benefits to stakeholders:**

- Proposed model will optimise logistics,, time to initiate and implement MGNREGA works and reduce delays in information and fund flows.
- Driven by standard processes and service levels it will be able to scale up and replication would be measurable and definitive
- Facilitate Banks with a standard mechanism for verification and aid in payments to MGNREGA workers at their door steps
- Provide real time status of the project to all stakeholders which would aid monitoring of the Program.

- Authentication and verification of beneficiaries will help to plug corruption and leakages of the resources provided by this scheme.

Benefits to stakeholders are as follows

Central Government	State Government	Rural community
Provide MoRD with a strong mechanism to monitor funds for MGNREGA Improve funds utilization at State/ District / Block / Gram Panchayat level Better visibility Increased control over MGNREGA implementation effectiveness	Enhanced visibility Greater control over funds disbursement in the state Transparency and accountability in the government machinery Reduced delays	Empowered to access rights under MGNREGA Unique Identity to rural households citizen of India under MGNREGA Enhance security of payment Improved on-time payment of wages

#### ANNEXURE -1

NATIONAL OVERVIEW					
	(FY 2006-07) 200 Districts	(FY 2007-08) 330 Districts	(FY 2008-09) 615 Districts	(FY 2009-10) 619 Districts	(FY 2010-11) 624 Districts upto June, 2010
Households Employment provided :	2.10 Crore	3.39 Crore	4.51 Crore	5.25 Crore	1.79 Crore
<b>PERSONDAYS [in Crore]</b>					
Total:	90.5	143.59	216.32	282.58	43.91
SCs:	22.95 [25%]	39.36 [27%]	63.36 [29%]	86.31 [31%]	9.41 [21%]
STs:	32.98 [36%]	42.07 [29%]	55.02 [25%]	58.57 [21%]	8.73 [20%]
Women:	36.79 [41%]	61.15 [43%]	103.57 [48%]	137.40 [49%]	21.77 [50%]
Others:	34.56 [38%]	62.16 [43%]	97.95 [45%]	137.69 [49%]	25.77 [59%]
Average personday per household	43 Days	42 Days	48 Days	54 Days	24 Days
<b>FINANCIAL DETAIL</b>					
Budget Outlay (In Rs Crore):	11300	12000	30000	39100	40100
Central Release (In Rs Crore):	8640.85	12610.39	29939.60	33506.61	14760.21
Total available fund with States [including OB]: In Rs. Crore.	12073.55	19305.81	37397.06	49529.99	27546.15
Expenditure (In Rs. Crore.)	8823.35	15856.89	27250.10	37938.16	5627.85
Average wage per day	Rs. 65	Rs. 75	Rs. 84	Rs. 91	Rs. 100
Average cost per day	Rs. 97	Rs. 110	Rs. 126	Rs. 134	Rs. 128
<b>WORKS DETAIL</b>					
Total works taken up (In Lakhs):	8.35	17.88	27.75	46.01	53.12
Works completed:	3.87	8.22	12.14	20.94	0.33
Water conservation:	4.51 [54%]	8.73 [49 %]	12.79 [46%]	23.33 [51%]	27.64 [52%]
Provision of Irrigation facility to land owned by SC/ST/ BPL/ S & MF and IAY beneficiaries:	0.81 [10%]	2.63 [15 %]	5.67 [20%]	7.77 [17%]	5.27 [10%]
Rural Connectivity:	1.80 [21%]	3.08 [17 %]	5.03 [18%]	7.63 [17%]	11.05 [21%]
Land Development:	0.89 [11%]	2.88 [16%]	3.98 [15%]	6.29 [14%]	6.98 [13%]
Bharat Nirman Rajiv Gandhi Seva Kendra					0.14 [0.27%]
Any other activity:	0.34 [4%]	0.56 [3%]	0.28 [1%]	0.98 [2%]	2.03 [4%]