



ADMINISTRATIVE SET UP IN IMPLEMENTATION MGNREGA IN UTTARAKHAND

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Abstract: Uttarakhand is a hill state with maximum of its people living in the hilly region with very minimal sources for their livelihood. The Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) is a landmark legislation aimed at strengthening livelihood security for the rural poor by guaranteeing 100 days of wage employment in a financial year, to a rural household whose adult members volunteer to do unskilled manual work. Implementation of MNREGA has really helped the needy population of the hilly regions of Uttarakhand to sustain their life with minimal possible facilities. It focuses on the contribution of MNREGA in providing employment in different sections of the society including women which is essential to ensure livelihood security among the rural poor population. This research paper deals with the Administrative set up in implementing MGNREGA in the state of Uttarakhand.

Key words :- Central Employment Guarantee Council, State Employment Guarantee Council, District Programme Coordinator, Block Programme Officer.

1. INTRODUCTION:

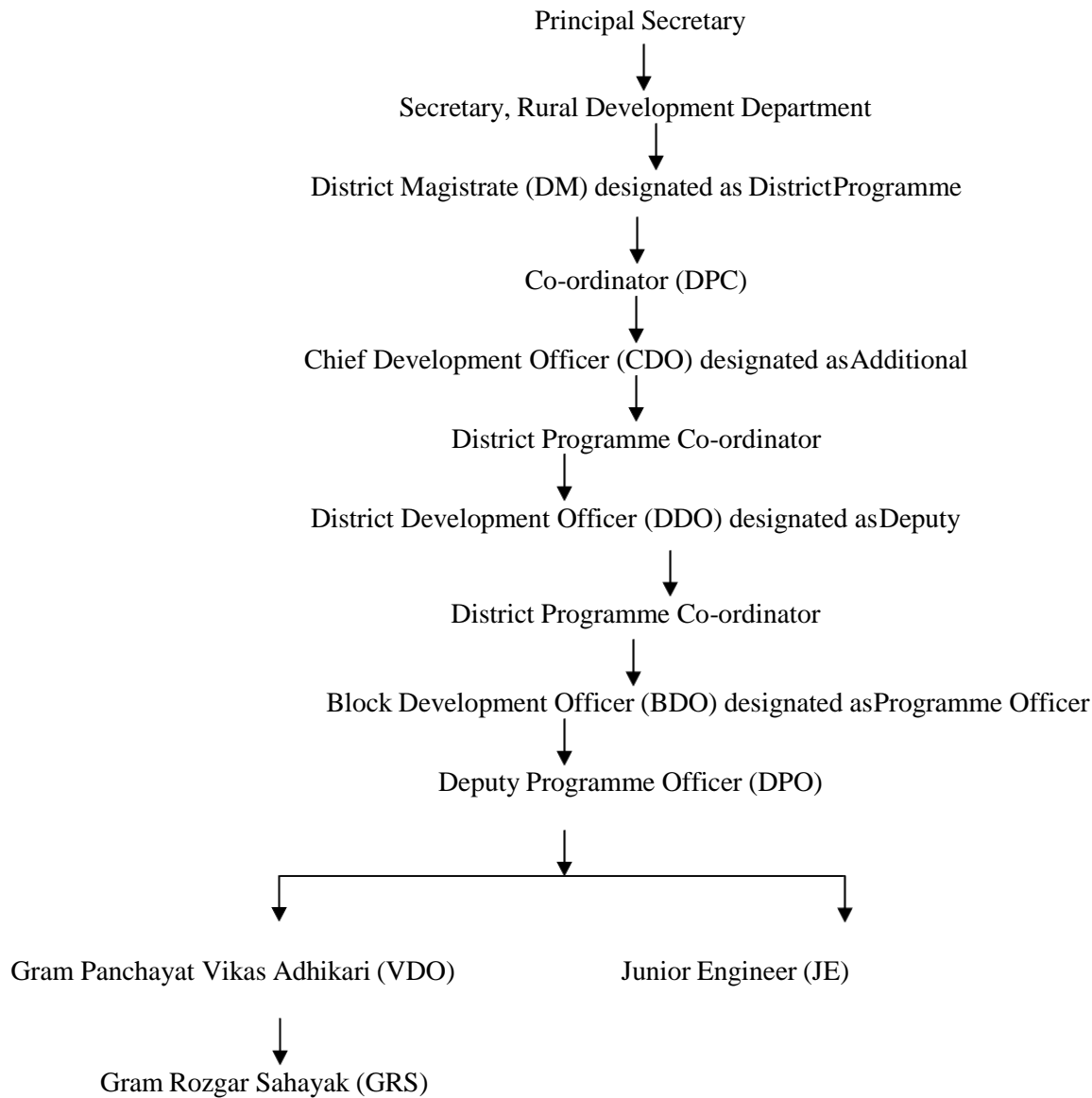
STRUCTURAL MECHANISM OF MGNREGA IN UTTARAKHAND

MGNREGA is a scheme which is implemented at grass root level, i.e., at Gram Panchayat. To run the scheme successfully in the State, the following mechanism is adopted by the State Government.

- I. State Level: Principal Secretary/Secretary, Department of Rural Development is the State Co-ordinator and is made responsible for overall co-ordination of the scheme at the state level.
- II. District Level: District Programme Co-ordinator is responsible for overall planning and co-ordination amongst the various state agencies for better implementation of the scheme.
- III. Block Level : Programme Officer is responsible for overall planning and co-ordination at block level amongst the various Gram Panchayats.
- IV. Gram Panchayat Level : Gram Panchayat is made the pivotal body for the implementation of the scheme and Village Development Officer is made responsible for overall activities carried out under the Scheme at this level.



Chart 1.1 : Administrative Structure of MGNREGA in Uttarakhand



Source : <http://saiindia.gov.in>.

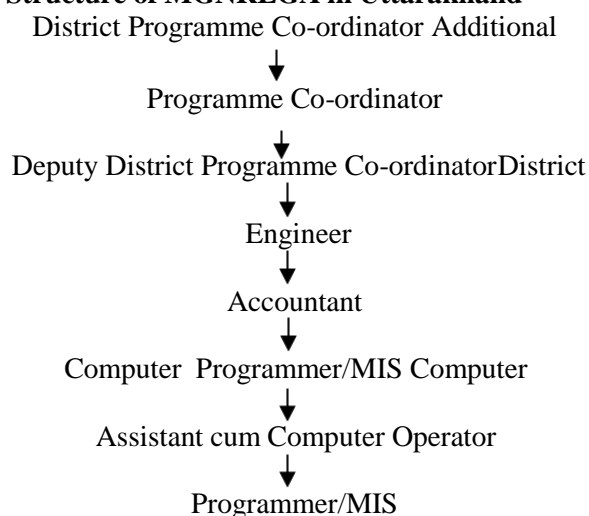
In the above chart 1.1, organizational machinery of MGNREGA in the state of Uttarakhand is displayed. At the head of this hierarchy is the Principal Secretary who acts as the administrative head of MGNREGA at the state government and acts as commissioner to implement the scheme in the Act. Principal Secretary is assisted by the Secretary, Rural Development Department who acts as the nodal officer at state level.

Next in the line is District Magistrate who has been designated as District Programme Co-ordinator. D.M is assisted by the Chief Development Officer who has been designated as Additional District Co-ordinator. CDO is assisted by District Development Officer (DDO) who has been given the charge of Deputy District Programme Co-ordinator. Block Development Officer (B.D.O) is answerable to DDO who is known as Programme Officer under the Act. Deputy Programme Officer reports to the Programme Officer.

Gram Panchayat Vikas Adhikari or VDOs and Junior Engineer are under the charge of DPOs. The last functionary in the hierarchy is Gram Rozgar Sahayak. In the district Dehradun Gram Rozgar Sahayak is not yet appointed.



Chart 1.2(a): District Level Structure of MGNREGA in Uttarakhand

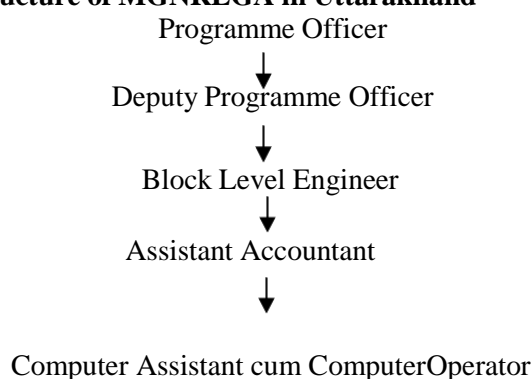


Source : District Development Office, Dehradun

At the district level, the officer who is in top of the hierarchy is, District Programme Co-ordinator. This post lies vacant currently in the state. The next officer to District Programme Co-ordinator is Additional Programme Co-ordinator, this post is also vacant in the state. The officer subordinate to Additional Programme co-ordinator is Deputy Programme Co-ordinator. He looks after the entire work of District Programme Co-ordinator.

Next in the line is the post of District Engineer which is created for according technical sanction to estimates prepared in respect of works to be executed under the scheme and to physically verify at least 20 percent works. Below District Engineer is Accountant who handles all the account and audit work related to the MNREGA in the district. Accountant is subordinated by Computer Programmer who is responsible for compilation of labour budget, online reporting and up-dating of data. Computer Programmer is assisted by Computer Assistant cum Computer Operator who handles the duties relating to online reporting and data updating.

Chart 1.2(b): Block Level Structure of MGNREGA in Uttarakhand

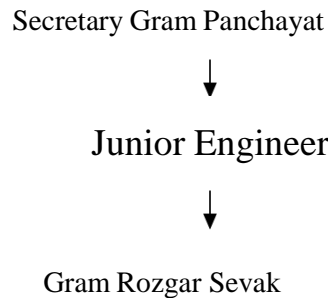


Source : District Development Office, Dehradun

At the block level the head of the hierarchy is Programmer Officer who is the Block Development Officer of that block. He is subordinated by Deputy Programme Officer. Below him is Block level Engineer. The post of Junior Engineer is created under MGNREGA in each block and assigned the work pertaining to preparation of technical estimates, measurements of works and providing technical guidance to Gram Panchayats officials. He is assisted by Assistant Accountant who is subordinated by Computer Assistant cum Computer Operator.



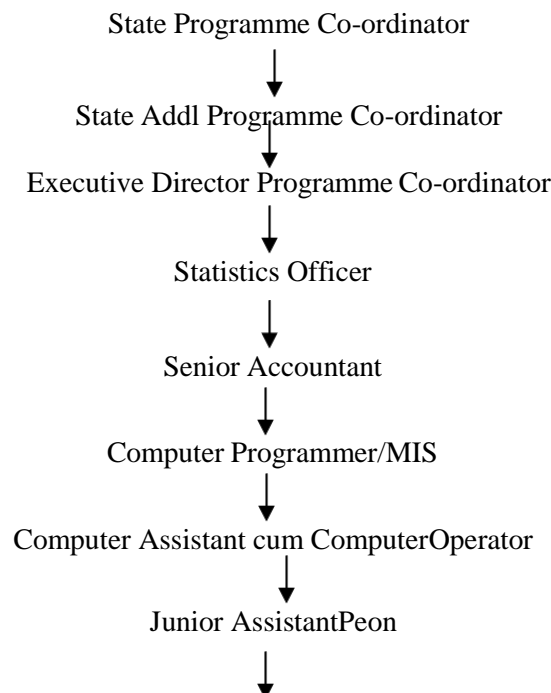
Chart 1.2(c): Gram Panchayat Structure of MGNREGA in Uttarakhand



Source : District Development Office, Dehradun

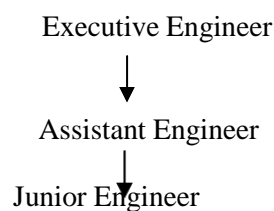
The hierarchy of Gram Panchayat of MGNREGA is illustrated in the above chart. The Secretary Gram Panchayat is entrusted with the responsibilities of organizing gram panchayat meetings, maintenance and reporting of records at Gram Panchayat level. He is subordinated by J.E.

Chart 1.2(d): State Employment Guarantee Council of MGNREGA in Uttarakhand



Source : District Development Office, Dehradun

Chart 1.2(e): Uttarakhand Technical Resource Groups of MGNREGA in Uttarakhand



Source : District Development Office, Dehradun

**NEW MEASURES UNDERTAKEN PARTICULARLY BY THE ADMINISTRATION IN DEHRADUN DISTRICT FOR THE EFFECTIVE IMPLEMENTATION OF MGNREGA**

In Dehradun district, of Uttarakhand certain new measures have been adopted since April 2014 for the effective implementation of MGNREGA in the district level. Some of them are, that monthly progress is obtained from D.P.O with respect to his/her blocks.

Monthly Progress from Deputy Programme Officer (D.P.O)

- Applications regarding new job cards
- Number of registration
- Number of job cards issued
- Number of job cards verified
- Number of Form-6 being received
- Number of Form-7 being issues
- Number of Form-8 being issues

- Number of works where work site verification has been done
- Number of works of which scarcity was found
- What was the action taken
- Verification/Observation of Junior Engineer's work
- Spend Amount in a month
- Wages- Material
 - Wages and Material Ratio
 - Issues-
 - Entries in MIS

- Amount of MES
- Entry of Cash book
- Payment through eFMS
- Action taken regarding eFMS
- Number of E-Muster Roll

- Number of verified accounts regarding account freezing
- Convergence
 - (i) Efforts regarding possibilities of convergence at block level
 - (ii) Departmental Expenditure
 - (iii) MIS done
 - (iv) Man-days created
- The efforts being done where there is zero employment days as works are not being done
- Success stories presented in a month

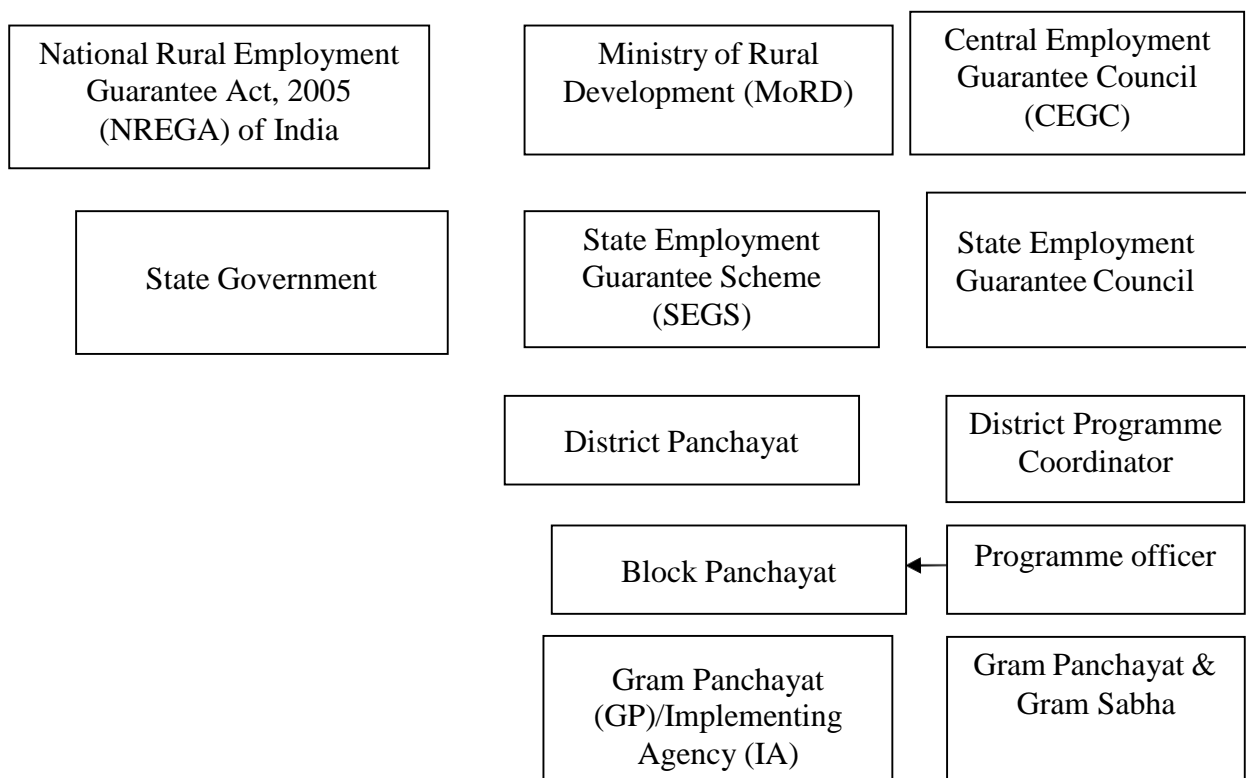


Further in Dehradun district of Uttarakhand, from April 2014, each D.P.Os are instructed to provide one successful story of one block in every two months. And In every six months, D.P.Os will give a video to the block office detailing the success stories of their blocks. In Uttarakhand, in Dehradun district electronic and muster measurement system (e-mms) was started in March 2014 and is targeted to become 100percent from April 2014-15. Due to e-muster roll there will be no fake muster roll.

IMPLEMENTATION MECHANISM

The chart below displays mechanism of implementation and key bodies and functionaries that are responsible for the effective implementation of the Act.

Chart 1.3: Implementation Mechanism of MGNREGA



According to the NREGA Operational Guidelines, the Ministry of rural Development, Government of India is the nodal Ministry for the implementation of NREGA. It is required to set up the Central Council which will be responsible for ensuring timely and adequate resourcesupport to the states. It will undertake regular review, monitoring and evaluation of processes. It will establish a Management Information System (MIS) to capture and track data on every aspect of implementation, and assess the utilization of resources through a set of performance indicators. It will support the use of Information Technology(IT) to increase the efficiency and transparency of the processes as well as improve interface with the public. It will also ensure that the implementation of NREGA at all levelsis sought to be made transparent and accountable to the public.

Central Employment Guarantee Council (CEGC)

The NREGA operational guidelines indicate that at the Central level, a Central Employment Guarantee Council(CEGC) is constituted to deal with the matters concerning dissemination of information (about the schemes made under the Act),reviewing of monitoring and grievanceredressal mechanism from time to time and recommending improvementsif required. Further the council advises the Central government on all matters concerning implementation of the Act. It also establishes a centralevaluation and mechanism system.

The preparation of annual reports (on the implementation of the Act) is also done by the council. These reports are laid before the parliament by the central council. Any other duty or function which the central government assigns to the council is also performed by it. The CEGC consist of members from different fields like senior officials of central



ministries, planning commission, state governments including 15 non-officials comprising 02 chairpersons of the Zila Panchayat by rotation, 1/3 women and not less than 1/3 Schedule Castes/Schedule Tribes/Other Backward Classes/minorities.

State Employment Guarantee Council

It also determines the preferred work and reviews the monitoring and redressal mechanisms from time to time and recommends improvements. Further, it also promotes the widest possible dissemination of information (about the Act and the schemes under it). Monitoring the implementation of the Act and the schemes in the state and coordinating such implementation with the central government is also the duty of the council. The preparation of annual report (which is laid before the state legislature by the state government) is also done by the state council.

For the purpose of regular monitoring and reviewing of the implementation of the Act, State Employment Guarantee Council is constituted at the state level. The council advises the state government on all matters concerning the scheme and its implementation in the Act. Apart from the above mentioned duties, any other duty or function which the central or state government assigns to it is also performed by the council. The council comprises of members nominated by the state governments.

District Programme Coordinator at the District Level

District Project Coordinator or the CEO of district panchayat or the collector of the district is responsible for the implementation of MGNREGA at the district level. The programme coordinator assists the district panchayat in discharging the functions of consolidating block level plans (for including in the shelf of projects which are approved by Zila Panchayat). He also accords necessary sanctions and administrative clearance. Coordinating with Programme Officers and implementing

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Reviewing, monitoring and supervising the performance of the Programme Officers, conducting of periodic inspection of the works in progress and redressal of the grievance of the applicants are other functions of Programme Coordinator. Further the state government can also delegate such administrative and financial powers to the Programme Coordinator which are required to enable him to carry out his functions under the Act. Preparation of a labour budget during the month of December every year for the next financial year (containing the details of anticipated demand for unskilled manual work in the district and the plan for engaging labourers in the works covered under the scheme) is also done by the District Programme Coordinator.

Programme Officer at the Block Level

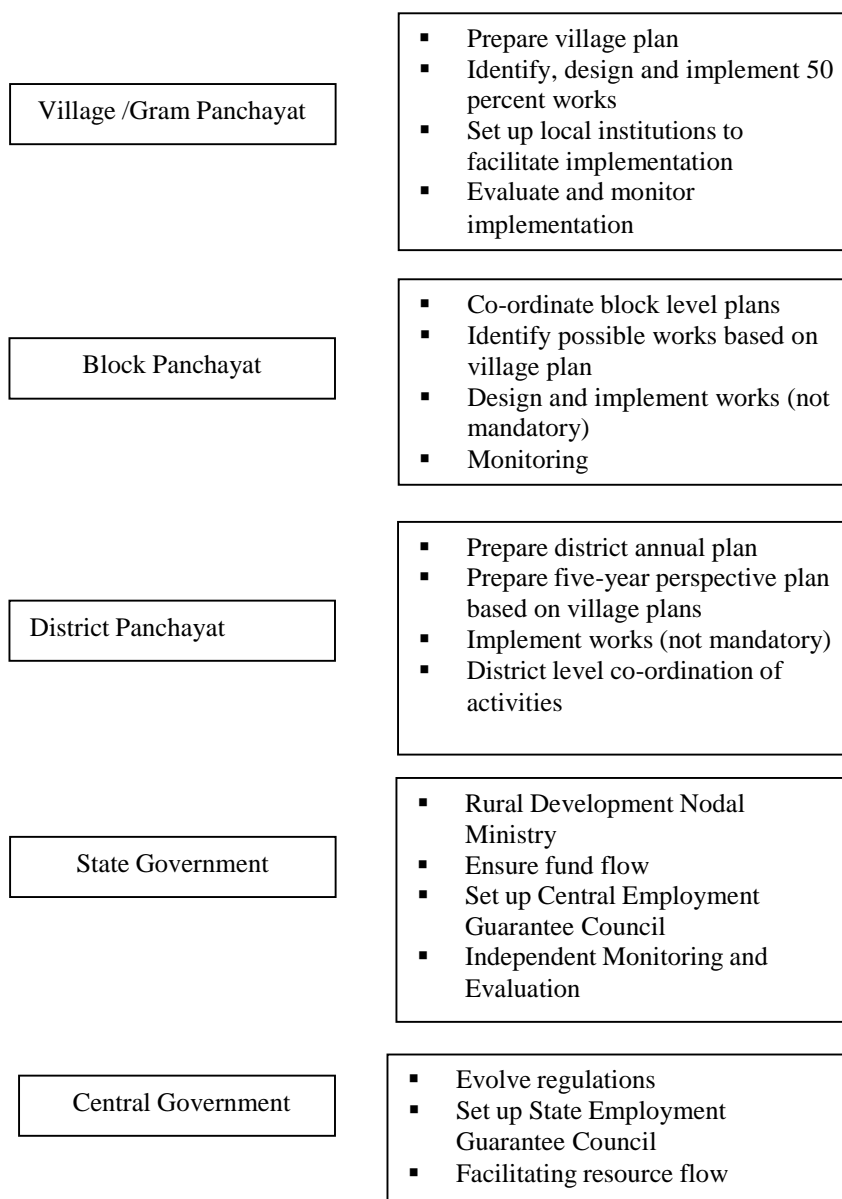
Programme Officer at the Block level is under the overall direction, control and supervision of the District Project Coordinator. He assists the Panchayat Samiti in discharge of his functions under the MGNREGA. The Programme



Officer monitors the projects taken up by the GramPanchayat and other implementing agencies within the block. Sanctioning and ensuring the payment of unemployment allowance to the eligible households is also the duty of a Programme Officer. He also ensures prompt and fair payment of wages to all labourers employed (under a programme of the scheme) within the block.

Further the Programme Officer is also entrusted with duties as ensuring that regular social audits (of all works within the jurisdiction of the Gram Panchayat) are carried out by the Gram Sabha and also that prompt action is taken on the objections raised in the social audit. Dealing promptly with all the complaints (that may arise in connection with the agencies for ensuring that the applicants are provided employment as per their entitlements is also the duty of a Programme Coordinator of the district or the State Government.

Chart 1.4: Who Does What



CONCLUSION :

This research Paper deals with the Administrative setup MGNREGA of the Uttarakhand state . It was found that the act was implemented in letter and spirit by the administrative machinery of the state although there were some discrepancies which existed with regard to the implementation of the provisions of the act. No facilities as mentioned in the Act were provided to the women workers, be it water, crèche, shade, first aid, etc. In some places the workers themselves paid for the photograph which was to be affixed in the job card. Further there were number of job card



holders whose wages were not recorded in their job card. None of the job card holder was given unemployment allowance. The rural people were still unaware about the provisions of the Act regarding the facilities at the work site. Moreover, they were not aware that if they were not provided with employment within 15 days of their applying, administration will be liable to pay them unemployment allowance. Every now and then the rural women enquire from the Gram Panchayat about the MGNREGA works to be started in their villages ,they were assured that it will start very soon.

The officials of Gram Panchayat and Block Panchayat reported that all the provisions of the Act were implemented. They further revealed that the economic condition of rural people have considerably been improved after working in MGNREGA specially of rural women who were enthusiastically participating in MGNREGA. The workers were willing to work under the programme but work was not started due to the shortage of funds.

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