



Government of Kerala

No.DD2/116/2015-LSGD

Local Self Government (DD) Department
Thiruvananthapuram,
Dated: 30/03/2015.

CIRCULAR

Sub: - Mahatma Gandhi NREGS -2015 16 - Areas that need focussed attention - Reg

Ref: - 1. Letter No. 15060/3/2015-RE-VII dated 12.6.2015 of Government of India
2. GO (Rt) No. 1055/2014/LSGD dated 29.4.2014
3. G.O.(Rt) No.2394/2014/LSGD dated 16.9.2014
4. G.O. (Ms) No 93/2012/LSGD Dated 31.3.2012
5.Directive No. K-11011/2/2008-NREGA (Mon)/TS-NREGA Soft dated 22.12.2014 of Government of India
6. Circular No. 66791/DD2/14/LSGD dated 6.2.2015

The Empowered Committee at the Government of India level to discuss and scrutinise the Labour Budget estimates under Mahatma Gandhi NREGS of the State for the Financial Year 2015 16 was held on 12th of March 2015. Government of India, as per the letter referred as first paper above intimated the minutes of the meeting to the State.

The Labour Budget of the State was agreed by the Empowered Committee to generate 709.15388 Lakh Person days. This includes 213.04156 Lakh person days in the 22 IPPE Blocks and 496.11232 Lakh Person days in the 130 Non IPPE Blocks.

Kerala has made commendable progress in households provided job, person day generation, women participation, average number of days of job provided to a Household demanded job and so on. However, over the years, there is an apprehension that for the sake of physical and financial growth, the quality of the schemes is compromised. When we talk about the volume achieved in physical and financial indicators we forget to ensure creation of assets that help in water conservation, soil conservation, drought proofing, etc, the strategy in Scheme formulation, implementation and monitoring need a re-look so as to make Mahatma Gandhi NREGS dynamic, productive and more qualitative. To achieve this goal, conscious interventions by all functionaries and

stakeholders are needed in the formulation and implementation of the scheme aligned with the monitoring of activities.

The major areas where focussed attention is needed in the year 2015 16 are

I. Asset Generation: - The revised Schedule I of the Act envisages creation of productive assets of prescribed quality and durability thereby strengthening the livelihood resource base of the poor. Hence, a proper vision should be there which guides the selection of work so as to formulate a realistic shelf of work that promises generation of productive assets. This requires proper planning to identify the works. Campaigns and Capacity building of stakeholders is necessary to imbibe the need for quality in works among officials and non-officials of GPs, the Labour groups and Mates. In this regard, the following activities as envisaged in Order referred as second paper above are to be embarked from 1st of April 2015 onwards

- a. Only works specified in the amended Schedule I and capable of creating productive assets shall be taken up for implementation
- b. Grama Panchayats to forward the copy of the detailed estimates of work (certified by the President and Secretary), along with the request for muster rolls.
- c. BDO/BPO shall verify the estimates through Block level Accredited Engineers and ensure that the work is in accordance with Schedule I
- d. MR to be issued only for such works which satisfy the conditions prescribed in amended Schedule I.
- e. BDO/BPO should not issue MRs for works which are not certified by the Grama Panchayat concerned.
- f. Works which are non-tangible, not measurable, repetitive such as, removing grass, pebbles, agricultural operations, shall not be taken up.

In addition to the above, the following are also required to be followed in the scheme implementation for the year 2015 16

- a. The JPCs should proactively persuade the GPs to implement the Comprehensive Watershed plans scientifically following the Ridge to valley approach. This will help the Panchayats to create productive assets beneficial to the community
- b. The uploading of photographs of works before implementation, at the time and after completion of the works to be followed stringently
- c. The outcome expected and actual outcomes shall be recorded in the MIS

- d. All Grama Panchayats to ensure that at least 60% of the works directly benefit Agriculture

II. Implementing the SRADDHA Campaign output: - Government as per Order referred as third paper above sanctioned implementation of the SRADDHA campaign. The objective of the Campaign is to cover the entire HH belonging to SC/ST/fisherman community/other BPL households willing to participate in Mahatma Gandhi NREGS and thereby provide them with livelihood assets and improve the infrastructural facilities in their habitats. In this regard, the Registration officers, Programme Officers and Joint Programme Officers should make certain that the following activities are completed

- a. Ensure that the survey is completed in all respect in the Grama Panchayats
- b. Ensure that the data collected is entered in the Mahatma Gandhi NREGS Kerala Software
- c. Ensure that the works suggested, both individually benefitting Schemes and Common interventions, are brought into the Shelf of works of the Scheme
- d. As far as possible, works suggested through SRADDHA campaign should be taken up in the year 2015 16 itself and get it completed
- e. Explore the possibility of Convergence of SRADDHA Campaign proposals with the activities of Line Departments to the maximum extent possible

III. Utilisation of material component in Works: - The expenditure on material component is abysmally low in the State. Hence, all Joint Programme Coordinators, Programme Officers and Registration Officers shall analyse the reasons for the low utilization of materials and evolve feasible solutions to overcome this position. The Joint Programme Coordinators should develop a well designed Capacity Building Plan/IEC in the month of April/May itself that would instill enthusiasm among Panchayat functionaries to go for more material intake in the Scheme in tune with the Guidelines on material purchase, storage and utilisation issued by Government as per Order referred as fourth paper above

IV. Convergence: - Convergence is one of the key thrust areas of the Government of India (GoI) under Mahatma Gandhi NREGS. Hence, all stakeholders has to rise up to the occasion and forge organic with various the Schemes of Rural Development (Intra Departmental Convergence), Agriculture, Horticulture Mission, Suchitwa Mission, Social Justice Department, Department of Panchayats, Dairy Development Department, Kudumbasree, KSRRDA, etc. to name a few and the Commodity Boards such as MPI, CDB, KEPCO, MILMA etc. The Plan of action to be taken at the district level is suggested as follows: -

1. Preliminary meetings with district level officials

2. Explain the basic pillars of Mahatma Gandhi NREGS and the permissible activities
3. Non Negotiables under Mahatma Gandhi NREGS to be clearly discussed
4. On completion of the preliminary discussions, the suitable partners to be identified
5. Subsequently, in house meetings to be organised to develop each component activity under the project and the source of funds (Whether from Mahatma Gandhi NREGS, partner Department/Commodity Board, Beneficiary, Other Department /Commodity Board).
6. Finally, a project report with chapters and costing to be prepared and jointly signed by the District heads of Departments
7. The District, in the month of April 2015, shall prepare a time line for the preparation of Convergence Plan and sent it to the Mahatma Gandhi NREGS State Mission not later than 1.5.2015

A few broad areas where an effective outcome can be ensured through convergence are flagged here for reference

- a. River Rejuvenation activities for the district as a whole can be taken akin to the Mangalam/Gayathri watershed Plan of KSLUB now implemented in Palakkad.
- b. This entail the involvement of Rural Development, Forests & Wild Life, IWMP, Irrigation, Panchayats etc
- c. Government of India already directed all States to take up de siltation/maintenance of canals only as a convergence project. In other words, de siltation/maintenance of canals should not be taken as a standalone project. The jungle clearance/de silting can be taken up under Mahatma Gandhi NREGS and the lining of canals can be taken by the Irrigation Department.
- d. Each District shall constitute a Committee to roll out at least one effective Convergence Project that can be showcased. The project shall have a wider geographical coverage and higher outlay
- e. Since a Convergence project involves financial partnership of another Department/Commodity Board, The Mahatma Gandhi NREGS directive stipulate that the entire expenditure including that of the Department/Commodity Board/beneficiary shall be entered in the MIS. The expenditure borne under Mahatma Gandhi NREGS will be entered by the GP and the expenditure incurred by the Department/Commodity Board/beneficiary shall be entered by the concerned Department/Commodity Board/beneficiary

V. Skilling of Mahatma Gandhi NREGS Workers: - There are households in the State which can improve their livelihoods by acquiring suitable skills and thereby move from unskilled workers to skilled workers. This would also increase their wage income. Government of India, keeping in view of this concept, now decided to identify and skill 1 lakh MGNREGA workers in age group 18-35 yrs each year in the country and ensure their placement in skilled livelihoods. The strategies adopted are

- a. Grouping workers into construction labour cooperatives, training and equipping them so that they seek contract work with construction/road laying firms outside their village.
- b. Agricultural labour cooperatives: Organising workers into groups, skilling and equipping them with essential machinery to take up agricultural operations efficiently and at competitive market rates. This will not only help giving sustainable incomes to the workers but would resolve the problem of labour shortage in agriculture.
- c. Skills and job placement: Imparting skills required for migrating to urban areas using the apprenticeship and later placing them in jobs in urban areas.
- d. Improving the existing skill set to improve the incomes by at least 50% from the existing level.

Anyone from the Mahatma Gandhi NREGS worker households, who has done at least 15 days of work in the preceding year in Mahatma Gandhi NREGS, provided she/he has some formal education is eligible under this initiative. The Programme Officer would be responsible for contacting these households and listing down the interested persons along with their preferred area of skilling. The cost of training and placement will be met by pooling funds from DDU-GKY, NRLM and Mahatma Gandhi NREGS.

VI. Hundred percent roll out of eFMS & fully migrating to AEPS: - As of now, the Electronic Fund Management System is operationalised for effecting payment of unskilled wages of workers having their account with commercial banks and post offices. However, unskilled workers having their account in Cooperative Banks, payment of material cost and administrative costs are made in the traditional cheque system. Already the State is preparing to migrate fully to the eFMS platform encompassing the entire payments under Mahatma Gandhi NREGS. This is further fortified by the directive referred as fifth paper above. As per this directive, all payment agencies are to be brought under eFMS on or before 1.4.2015 positively. There shall be only one eFMS account which works as the sponsor bank and all other accounts at the State level and below the State level shall be closed or maintained as zero balance accounts and the balances brought into the eFMS account on or before 1.4.2015 positively.

Similarly, all out efforts are to be initiated to fully migrate towards Aadhaar Enabled Payment System

VII. Implementing the Delay Compensation Mechanism (DCS): - Government of Kerala, as per Circular referred as sixth paper above issued detailed Guidelines on the implementation of Delay Compensation Mechanism. The MIS has a provision to automatically calculate the compensation payable to the workers based on the date of closure of the MR and the date of generation of the pay order for paying wages. The delay wage payment logic of MIS examines the following in order to arrive at the compensation payable to workers: date of payment of wages, date of closure of MR, the duration of such delay, total wage payable and rate of compensation (i.e. 0.05%).

Every Programme Officer (PO) shall, within 15 days from the date of the delay compensation became due, decide whether the compensation that has been automatically calculated by the MIS is payable or not. The PO(s) will ensure that compensation claims are settled during this time and such claims will not be allowed to be accumulated without decision. The DPC will monitor this regularly. The compensation payable shall be decided by the PO except in case of the following circumstances:

- (a) Funds are not available at the paying authority level.*
- (b) Compensation not due: (wages have been paid in time, but details not entered in MIS).*
- (c) Incorrect calculation (details to be given)*
- (d) Natural calamities*

In all cases of rejection, the PO shall give detailed reason(s) for rejection in the NREGASoft. All cases approved for payment of compensation as stated above shall be moved for generation of wage slip followed by uploading of Fund Transfer Order (FTO). The compensation shall be met from the State Employees Guarantee Fund upfront, subject to recovery from the functionaries/agencies concerned. It shall be the duty of the designated DPC or PO to recover the compensation amount so paid under the system from the functionaries/agencies responsible for such delay in payment of wages.

James Varghese IAS
Principal Secretary

Forwarded by Order



Section Officer

Copy to

1. The Commissioner for Rural Development, Thiruvananthapuram
2. Director of Panchayats, Thiruvananthapuram for circulation among all Panchayats.

3. The Mission Director, Mahatma Gandhi NREGS State Mission, Thiruvananthapuram
4. All District Collectors
5. All Joint Programme Coordinators, Mahatma Gandhi NREGS.
6. The Executive Director, Kudumbasree, Thiruvananthapuram
7. The Principal Accountant General (Audit), Thiruvananthapuram
8. The Accountant General (A&E), Thiruvananthapuram
9. The Director, Information Kerala Mission, Thiruvananthapuram
10. Stock file/Office Copy