



GOVERNMENT OF KERALA

Abstract

Local Self Government Department – MGNREGS – Setting up of Social Audit Society Kerala
Sanctioned - Orders Issued

LOCAL SELF GOVERNMENT (DD) DEPARTMENT

GO(Rt.)No. 3906/2015/LSGD

Dated, Thiruvananthapuram, 30.12.2015

Read: - 1. D.O. letter no. L-11033/28/2012-RE-VII(Pt I) dated 7.12.2015 of Joint
Secretary, Mahatma Gandhi NREGA, Ministry of Rural Development,
Government of India
2. GO (Rt) No. 647/2015/LSGD dated 04.03.2015

ORDER

As per the D.O. letter referred as first paper above, Government of India requested all States to expedite the setting up of Independent society tasked with the exclusive responsibility of conducting Social Audits of Mahatma Gandhi NREGA. In this regard, all State Governments were also advised to refrain from setting up of Social Audit Units (SAU) within their respective State Institute of Rural Development (SIRD) or engaging Non Governmental Organisations (NGO) and it was pointed out that this would violate the fundamental provision of independent Social Audits, as mandated in the Social Audit Rules.

Government examined this matter in detail and are pleased to accord Sanction to set up an independent Social Audit Society in the State for the conduct of Social Audit of Mahatma Gandhi NREGA. The Society will be registered under Travancore Cochin Charitable Society's Act 1955. The Social Audit Unit (Mahatma Gandhi NREGA Social Audit Society Kerala) will be a facilitating unit providing conduct of Social Audit, Training, Evaluation, Monitoring and Regulatory Support to the Social Audit as envisaged in the Mahatma Gandhi National Rural Employment Guarantee Act and the Mahatma Gandhi National Rural Employment Social Audit Rules of 2011.

The entire social audit process shall be conducted at GP Ward level which will be supported by an elaborate institutional mechanism at the State, District and GP level as detailed in the enclosed Guidelines.

The Mission Director Mahatma Gandhi NREGA shall prepare a detailed time line for the constitution of the Social Audit Unit and Memorandum of Association and Bye-Laws for registering the body as a charitable body under the Travancore-Cochin Literary, Scientific and Charitable Societies Registration Act, 1955 to the Government immediately.

The Government Order referred as second paper above for establishing Social Audit Unit by an independent Agency which is not yet operationalised stands canceled.

(BY ORDER OF THE GOVERNOR)

JAMES VARGHESE
Principal Secretary to Government

To

1. The Commissioner for Rural Development, Thiruvananthapuram
2. The Mission Director, MGNREGS, Thiruvananthapuram
3. Director, State Institute of Rural Development
4. The Principal Accountant General (Audit), Kerala.
5. The Accountant General (A&E), Thiruvananthapuram
- ✓ 6. The Director, Information Kerala Mission, Thiruvananthapuram.
7. Stock File/Office Copy

Forwarded by Order


Section Officer



GUIDELINES FOR SETTING UP OF MAHATMA GANDHI NREGA SOCIAL AUDIT SOCIETY KERALA

The independent Social Audit Society, to be registered under Travancore Cochin Charitable Society's Act 1955 will be a facilitating unit providing conduct of Social Audit, Training, Evaluation, Monitoring and Regulatory Support to the Social Audit as envisaged in the Mahatma Gandhi National Rural Employment Guarantee Act.

The entire social audit process shall be conducted at GP Ward level which will be supported by an elaborate institutional mechanism.

I. Mahatma Gandhi NREGA Social Audit Society Kerala: structure at the State level

The State Social Audit unit (hereinafter called Mahatma Gandhi NREGA Social Audit Society Kerala) shall be headed by a Director.

The Mahatma Gandhi NREGA Social Audit Society Kerala shall have a Governing Body.

The Vision, Mission, and objectives of Mahatma Gandhi NREGA Social Audit Society Kerala are given below.

Vision

To establish a vigilant society for effectively conducting Social Auditing of Mahatma Gandhi NREGS in the state based on the principles of Transparency, Participation, Consultation and Accountability.

Mission

Involve public vigilance and verification of quantity and quality of works under Mahatma Gandhi NREGS at different stages of implementation in every Grama Panchayat as a continuous and ongoing process.

Objectives

- ◆ To ensure involvement of all stakeholders in the planning, decision making, implementation, monitoring and evaluation of Mahatma Gandhi NREGS.
- ◆ To ensure public accountability and transparency in the implementation of projects under Mahatma Gandhi NREGS and the laws and policies related to Mahatma Gandhi NREGA.
- ◆ A fact finding process by investigating through cross verification of facts at work sites and duties and responsibilities of labourers involved in the scheme.
- ◆ Ensure people's participation for community development through Mahatma Gandhi NREG Scheme.

Management

The management of the affairs of the society is proposed to be vested with the Governing Body and Director of the society

Governing Body

The Governing Body of the SAU will be responsible for overseeing the performance of the unit on a periodic basis and provide the necessary advice and direction as and when needed. The general Body of the Mahatma Gandhi NREGA Social Audit Society Kerala shall consist of the following

- Principal Secretary, Local Self Government, Government of Kerala (Chairperson)
- Principal Accountant General
- Five eminent citizens with long standing field experience on matters concerning transparency

and accountability

- Representatives of other Departments undertaking Social Audits in their programmes.
- Two Members to be nominated by Government of Kerala to represent various organizations involved in the operationalisation of the Mahatma Gandhi NREG Scheme.

Director: -

The post of the Director, SAU should be a social worker experienced in the conduct of social audits and rights based activities for not less than 10 years. The post should be open for candidates who have completed a Post Graduation in any field.

However, if a serving government official is appointed for the position of the SAU Director, he/she should be given a full time deputation for a period of at least 5 years as the Director, SAU

If a retired government official is appointed by the State for the position of the Director, SAU, only officials who have not served in any Government position for the past 4 years shall be eligible.

The following will be the responsibilities of the Director:

- To be answerable to the Governing board as per the norms of the SA society
- To manage the day to day functioning of the society
- Ensure that social audits undertaken by the SAU are in compliance with the Audit of the Scheme Rules and in compliance with a calendar of social audits jointly approved by the State RD Department and the SAU
- Design and development of all programme Guidelines with respect to recruitment, process of social audit, governance structure, capacity building and training, financial rules etc for the operation of the SAU
- To ensure that all policy level decisions related to the Society are implemented
- Undertake all activities necessary to fulfil the objective and vision of the Society
- Recruit staff & award consulting contracts with prior sanction of the Governing Body and incur necessary expenditure to manage the day to day affairs.
- Convene Governing Body and Executive Committee at stipulated intervals, maintain all records, minutes and registers of functioning of the SAU
- Anchor all interactions with and communication with the Department implementing the Mahatma Gandhi NREGA
- Ensure transparency in the functioning and expenditure of the SAU
- Ensure that the web site of the SAU is maintained on an online basis
- Take disciplinary action over staff as per contract Rules when needs arise

- a. Emoluments: - The Director will be eligible for a consolidated honorarium of Rs. 60,000 per month. In addition, the Director will be eligible for all admissible benefits on par with the Joint Secretary/Additional Development Commissioner, Government of Kerala

Social Development Specialist (SDS): -

Minimum Qualification:

A Social Development Specialist should be appointed to work in partnership with the Director, SAU. The Social Development Specialist should not be a government official. He/She should be a representative of civil society and should have significant experience in working on social development and rights of the poor. The SDS should have a minimum of 5 years of experience in social audits/accountability related issues and should have completed a Post Graduation in a social sciences discipline. The SDS should be appointed for a period of one/two years such that the term of the SDS can be renewed by the Director in consultation with the Governing Body.

The following will be the responsibilities of the SDS.

- To advise and assist the Director in the day to day functioning of the SAU

- Advise the Director on policy direction and design issues in the conduct of Social audits
- To liaison with CSOs in the State to ensure effective partnerships between SAU and CSOs
- To bring in grass root experience and experience in the design and development of Social Audit Manuals, Rules, Guidelines and training modules
- Guide and design the training process for conducting social audits
- Conduct research and data analysis on the findings of social audits
- Develop mechanism of outreach and communication
- To evaluate the social audit process and the Resource Persons in the State from time to time and give reports to the Joint Director/Director
- To build a strong working relationship of co-operation with credible civil society organisations working with the Mahatma Gandhi NREGA in the field so that their support, feedback, and inputs can be obtained on a regular basis
- Any other responsibility assigned by the Director SAU

Emoluments: - The Social Development Specialist will be eligible for a consolidated honorarium of Rs. 40,000/- per month. In addition, the Social Development Specialist will be eligible for all admissible benefits on par with the Assistant Development Commissioner, Government of Kerala.

Programme Officer (Social Audit)

The Programme Officer (PO) Social Audit now in the State Mission for MGNREGS will be shifted to the Mahatma Gandhi NREGA Social Audit Society Kerala. The PO (Social Audit) shall be responsible for coordinating the State Team Monitors and other functions specifically mentioned by the Director. The emolument of the Programme Officer shall be Rs.30,000/- per month (consolidated)

Social Audit Expert (SAE)

The Mahatma Gandhi NREGA Social Audit Society Kerala should have 3 Social Audit Experts (SAE) to monitor and train the district Resource Persons, Block Resource Persons and Ward Level Social Audit Facilitators. Each SAE may be given charge of the following districts.

SAE 1	Thiruvananthapuram, Kollam, Pathanamthitta, Alappuzha & Kottayam
SAE 2	Idukki, Ernakulam, Thrissur & Palakkad
SAE 3	Malappuram, Kozhikode, Wayanad, Kannur & Kasaragod

- Qualification**
Persons with at least a degree and having working experience of 8 to 10 years with civil society organisations
- Age:** Not to exceed 60 years of age
- Emoluments:** Consolidated pay of Rs. 25000/- per month. The SAE is eligible for TA/DA for the journeys to be conducted in connection with the assigned duties
- The Core functions of the SAEs are as follows: -**
 - ◆ To oversee every aspect of the Social Audit process from developing the Social Audit schedule to monitoring the follow up of issues identified through the audit
 - ◆ To monitor and train resource persons
 - ◆ To facilitate conduct of and submit reports of Social Audit in their respective districts
 - ◆ To report and conduct investigations in case of any lapses in the Social Audit process
 - ◆ To liaise with the district level officials and civil society organisations on different aspects of the social audit process to elicit their partnership and support
 - ◆ To identify potential candidates for positions of DRP following the recruitment policy of the Mahatma Gandhi NREGA Social Audit Society Kerala

Other supporting staff for the Mahatma Gandhi NREGA Social Audit Society Kerala

There will be the following staff to support the Mahatma Gandhi NREGA Social Audit Society Kerala at the State level

Sl No	Category of Supporting staff	Numbers proposed	Qualifications	Mode of Appointment	Emoluments (in Rs)
1	Confidential Assistant	One	Diploma in Stenography	By contract appointment	13500 /month
2	Clerk cum data entry operators	Three	Any Degree with Diploma in Computer Application with pass in Malayalam typewriting (Lower)	By contract appointment	13200 /month
3	Office Assistant	One	Pass in 8 th std	Daily wages	400 per day
Total		Five			

Selection Committee of SA Resource Persons: - The Social Audit Resource Persons at the State, {except Programme Officer (Social Audit)} shall be drawn from people with experience in conduct of Social Audits and working in Social Sector. The Committee for selecting the Resource Persons at the State level shall be constituted as follows: -

Sl No	Designation	Capacity
1	Chief Secretary	Chairperson
2	Principal Secretary (LSGD)	Member
3	Representative of the MoRD <i>not below the rank of a Director</i>	Member
4	Representative of a Civil Society Organisation having experience of working for the Rights and entitlements of the people appointed by Central Government	Member

Special Financial Assistance for staffing of Social Audit Units

Government of India, as per letter No. M – 13015/2/2012-MGNREGA-VII dated 11.7.2014 has intimated all States that it has been decided to provide technical assistance under a special project that will be in operation till 2017 to support the States to conduct the Social Audits as laid down in the Audit of Schemes Rules 2011. Under this, the cost of engaging Social Audit Resource Persons at the State and District level will be reimbursed to the State/UT.

At the State level, the assistance will be given to the Director, Social Development Specialist and three Social Audit Experts. The assistance consists of remuneration, Travel Allowance, Office expenses and training.

II. District Social Audit Unit : structure

District Social Audit Resource Person

At the District level, one District Social Audit Resource Person (DSARP) for every Rs. 30 Cr of expenditure in the financial year 2014-15 subject to a maximum of three per district. As such the number of DSARP in each district on the basis of the expenditure incurred during 2014-15 is as follows: -

Sl No	District	Expenditure during 2014 15 (Rs in Lakh)	No of DSARP Eligible
1	Palakkad	15138	3
2	Wayanad	6873.6	2
3	Idukki	13005.23	3
4	Kasargod	7549.61	2
5	Alappuzha	14699.11	3
6	Ernakulam	9702.3	3
7	Kannur	6695.44	2
8	Kollam	11999.87	3
9	Kottayam	7304.78	2
10	Kozhikode	14246.62	3
11	Malappuram	12392.17	3
12	Pathanamthitta	7081.57	2
13	Thiruvananthapuram	23690.99	3
14	Thrissur	11329.44	3
Total		130625.86	37

Minimum Qualification:

The DRP should be appointed from a civil society organisation preferably from the district. He/She should have a minimum of 3 years of grass root experience working on rights based issues. The DRP should be appointed for at least one year and should be renewed based on the performance. The jurisdiction of the DRPs must be transferrable to another district by the Director

The following will be the responsibilities of the DRP:

- Will participate in drawing up the monthly schedule of social audits to be held in a district
- Will be responsible for identification and training of Village Social Resource Persons or facilities to help carry out Social Audits in the respective blocks
- Mobilising Wage Seekers on Mahatma Gandhi NREGS programmes and Social Audit
- Providing awareness and information regarding Mahatma Gandhi NREGS to workers and Panchayat residents
- She/he will be responsible for collecting all the information from the Block office, and cross checking that the information is complete. Will report any delay or shortcoming in providing information immediately)
- Should ensure that wall paintings as mandated in the Operational Guidelines are complete and updated in the GPS that they operate in.
- Will be responsible for co-ordinating the team assigned to him/her and conduct a free and fair social audit process at the village/Block level
- Will be responsible for ensuring that the Social Audit report is written and related photo copies of evidences from given record and evidences are collected from the stakeholders by due process during the Social Audit process
- Will be responsible for presenting the social audit reports in the public hearing without any dilution and state the facts as has been communicated by the stake holders
- Will be responsible for submitting the final social audit reports as well as decision taken formats to the administration as well as the SAU after the completion of the S.A. A process and the public hearing
- Will participate and facilitate the follow-up appraisal meeting every fortnight on a regular basis along with the Village Social Auditors and mobilise workers to attend the review meetings held by the PO

- Will submit the appraisal reports to the Social Audit Follow-up Cell at the District level and the SAU at the State level
- Will participate in trainings imparted to them as part of their overall development and growth as DRPs
- Will be responsible for maintaining accounts of all expenditure of the social audit resource team and presenting this information at the social audit public hearing on charts as per pre determined formats, and through a brief oral presentation at the public hearing
- Will ensure that an opportunity is provided for comments about the social audit facilitators which will be placed on record and sent to the State SAU

Emoluments: - The DRP will be eligible for a consolidated honorarium of Rs. 20,000 per month. In addition, the DRP will be eligible for actual TA/DA.

Selection Committee of District SA Resource Persons: - The District Social Audit Resource Persons shall be drawn from people with experience in conduct of Social Audits and working in Social Sector. The Committee for selecting the Resource Persons at the State level shall be constituted as follows: -

Sl No	Designation	Capacity
1	District Programme Coordinator	Chairperson
2	Nominee of the State Government	Member
3	Representative of a Civil Society Organisation having experience of working for the Rights and entitlements of the people appointed by Central Government	Member

Grama Panchayat level

One Resource person not exceeding 50 years of age with a minimum three years' experience in involving in the developmental issues of the local area may be posted as Block Resource Person for every 3 Grama Panchayats. They will help the DRPs in identifying the Ward level Social Audit Facilitators (WSAF) from the Panchayats allotted to them by the Mahatma Gandhi NREGA Social Audit Society Kerala. They will also train the Ward level Social Audit Facilitators and guide them during the Social Audit verification process. They are eligible for an amount of Rs.5000 per month towards consultancy fees as honorarium

Ward Level Social Audit facilitators (WSAF)

Women Workers who have worked for at least 50 days during any of the previous years and having a minimum educational qualification of SSLC (Passed) shall be selected for one year to work as WSAF. Only one worker will be selected from a family. 25% of such WSAF may be given to marginalised sections such as SC/ST. Specific training will be provided to the WSAF in verifying records.

There are 16680 wards in the State spread over 941 GPs. On an average there are 17 to 18 numbers of wards in each GP. Each GP may need 6 to 8 Ward Level Social Audit facilitators who shall be selected from another Grama Panchayat. Therefore, it is not practical to consider a GP as a unit for conducting Social Audit. However, maximum up to six wards in a GP can be clubbed and can be entrusted to one WSAF team consisting of three members.

The WSAF deployed for Social Audit shall verify,

- ◆ The Muster Rolls, entry and payments made in the specified time period by contacting the wage seekers, whose names are entered in such muster rolls.
- ◆ The Work-site and assess the quantity with reference to records and also quality of work done.
- ◆ The cash book, bank managements and other financial records to verify the genuineness of financial reporting.
- ◆ The invoices, bills, vouchers or other related records used for procurement of materials to testify that the procurement was made as per the procedures laid down and was economical

- ◆ Any other payment made by the Implementing Agency from the funds of the Scheme.

How WSAF Will Function:

- A combination of six wards can be clustered as a unit for conducting Social Audit which will be decided in advance. A ward level WSAF consisting of three members who will be trained by the DRP/PRP may be assigned to conduct Social Audit for each of these units consisting up to maximum of six wards. This WSAF team shall conduct Social Audit in each of these wards independent of the other wards. In other words they will do social audit in all these wards separately. *In case of a GP not having wards in multiples of six, there will be wards left as we apply the six ward formula. In such cases, additional teams may be constituted to Audit such extra wards*
- Basically there will be two major components that the WSAF team will have to carry out in each ward. The first component is verification of records/ Musters/ work sites, interaction with workers and people residing in the neighbourhood, preparation of the Social Audit report and submitting it to the GP. The second component is the presentation of the Social Audit Report in the Grama Sabha. In order to complete the activities of the first component, the WSAF team may require 9 person days (i.e. three days each for three members). Subsequently three person days may be required for carrying out the second component i.e. one person day each for three members. Therefore, for conducting Social Audit in a ward, the WSAF team may require 12 person days i.e. 4 days each for three members.
- As per the proposed structure, a WSAF team has to conduct Social Audit in a GP maximum up to six wards by repeating the same process as mentioned in the above Para. Therefore, since 12 person days for a team consisting of three numbers are required for conducting Social Audit in each ward, a total 72 person days will be required for completing the verification of six wards in each half year by the team of three WSAF for conducting social audit in a cluster of six wards. A WSAF team will have to be employed for 72 days ($24 \times 3 = 72$ person Days) in a year for facilitating two social audits in 6 wards in a Grama Panchayat. One WSAF member needs to engage herself for Social Audit process for a period of 48 days in a year and she will be eligible to get the skilled wages as envisaged in the MGNREGS. In other words, 144 person days are required to complete two Social Audits in a year since three WSAF members are there in one team.

Resource Persons

Each Ward level SA Facilitation team will be assisted by one Resource Person. This RP will be drawn from students of post graduate courses, social activists, community based organisations and Research Scholars. They will be paid an honorarium at Rs.500/- per day.

III. Financing Social Audit

As per the decision of the State Employment Guarantee Council, 1% of the anticipated Administrative Cost will be transferred to the Social Audit Society to meet its expenses.