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**PARLIAMENT OF INDIA  
LOK SABHA**

**COMMITTEE ON EMPOWERMENT OF WOMEN  
(2011-2012)**

**(FIFTEENTH LOK SABHA)**

**FOURTEENTH REPORT**

**'MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT  
GUARANTEE ACT (MGNREGA) AND EMPOWERMENT OF  
WOMEN IN RURAL AREAS'**



सत्यमेव जयते

**LOK SABHA SECRETARIAT,  
NEW DELHI**

*May, 2012/Vaisakha, 1934 (Saka)*

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**COMMITTEE ON EMPOWERMENT OF WOMEN**  
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**(FIFTEENTH LOK SABHA)**

**'MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT  
GUARANTEE ACT (MGNREGA) AND EMPOWERMENT OF  
WOMEN IN RURAL AREAS'**

Presented to Lok Sabha on 18th May, 2012  
Laid in Rajya Sabha on 18th May, 2012



**LOK SABHA SECRETARIAT**

**NEW DELHI**

***May, 2012/Vaisakha, 1934 (Saka)***

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**COMPOSITION OF THE COMMITTEE ON EMPOWERMENT OF WOMEN  
(2011-2012)**

\*\*\*\*\*

**Shrimati Chandresh Kumari**

-

**Hon'ble Chairperson**

**MEMBERS**

**LOK SABHA**

2. Smt. Harsimrat Kaur Badal
3. Smt. Susmita Bauri
4. Dr. Kakali Ghosh Dastidar
5. Smt. Ashwamedh Devi
6. Smt. Rama Devi
7. Smt. Jyoti Dhurve
8. Smt. Priya Dutt
9. (Dr.) Smt. Botcha Jhansi Lakshmi
10. Smt. Sumitra Mahajan
11. Dr. Jyoti Mirdha
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13. Kum. Meenakshi Natrajan
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26. Smt. Vasanthi Stanley
27. Dr. C. P. Thakur
28. Dr. Prabha Thakur
29. \*Vacant
30. \*\*Vacant

**SECRETARIAT**

- |    |                   |                   |
|----|-------------------|-------------------|
| 1. | Shri C.S. Joon    | Joint Secretary   |
| 2. | Smt. Mamta Kemwal | Deputy Secretary  |
| 3. | Shri Girdhari Lal | Committee Officer |

\*Smt. Shobhana Bhartiya ceased to be the Member of the Committee w.e.f. from 15<sup>th</sup> February, 2012 on her retirement from Rajya Sabha.

\*\* Shri Jabir Husain ceased to be the Member of the Committee w.e.f. 2<sup>nd</sup> April, 2012 on his retirement from Rajya Sabha.

#nominated to the Committee w.e.f. 2nd May, 2012 vice Rajkumari Ratna Singh.

## INTRODUCTION

I, the Chairperson of the Committee on Empowerment of Women (2011-2012) having been authorised by the Committee to submit the Report on their behalf, present this Fourteenth Report (Fifteenth Lok Sabha) of the Committee on the subject 'Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Empowerment of Women in Rural Areas'.

2. The Report is based on the inputs received from the Ministry of Rural Development (Department of Rural Development). The Committee on Empowerment of Women took oral evidence of the representatives of the Ministry of Rural Development (Department of Rural Development) on 23<sup>rd</sup> January, 2012.

3. The Draft Report was considered and adopted by the Committee at their sitting held on 16<sup>th</sup> May, 2012. The Minutes of the sittings form Part II of the Report.

4. The Committee wish to express their thanks to the Ministry of Rural Development (Department of Rural Development) for placing before them material and information in connection with the examination of the subject and giving evidence before them.

5. For facility of reference, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

**NEW DELHI**  
**16<sup>th</sup> May, 2012**  
**26 Vaisakha, 1934 (Saka)**

**SMT. CHANDRESH KUMARI**  
**CHAIRPERSON**  
**COMMITTEE ON EMPOWERMENT OF WOMEN**

## **REPORT**

### **PART-I**

#### **Introductory**

The Mahatma Gandhi National Rural Employment Guarantee Act was enacted to fight against poverty more effectively in the rural areas of the country by providing a legal guarantee of 100 days of wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. Since its inception, the programme has benefited crores of rural households in the country. It has provided employment opportunities to more than 5.49 crore households in 2010-11. It has also contributed to improvement in rural infrastructure. The Act also mandates 33 per cent participation for women in the scheme.

#### **Mahatma Gandhi National Rural Employment Guarantee Act**

2. The Government formulated the National Rural Employment Guarantee Act (NREGA) in 2005. National Rural Employment Guarantee Act 2005 was launched with effect from 2nd February, 2006. During 2009-10, through an amendment, the NREGA was rechristened as the Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA).

3. To start with, 200 selected districts of the country were brought under its ambit. In 2007-08, it was extended to 130 more districts. All the remaining rural areas of the country were covered under the Act from 1.4.2008. The Act, at present, is being implemented in 626 districts in the country.

4. The primary objective of the Act is augmenting wage employment. In this regard, Mahatma Gandhi National Rural Employment Guarantee Act, 2005 provides for the enhancement of livelihood security of the households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. The choice of works suggested in the Act addresses causes of chronic poverty like drought, deforestation and soil erosion, so that the process of employment generation is maintained on a sustainable basis. The Act is also a significant vehicle for strengthening decentralization and deepening processes of democracy by giving a pivotal role to local governance bodies, that is, the Panchayati Raj Institutions.

#### **Salient features of the MGNREGA**

5. The striking features of MGNREGA are:
- i) MGNREGA provides a statutory guarantee of wage employment.
  - ii) It provides a rights-based framework for wage employment. Employment is dependent upon the worker exercising the choice to apply for registration, obtain a Job Card, and seek employment for the time and duration that the worker wants
  - iii) There is a 15 day time limit for fulfilling the legal guarantee of providing employment
  - iv) The legal mandate of providing employment in a time bound manner is underpinned by the provision of Unemployment Allowance.
  - v) The Act is designed to offer an incentive structure to the States for providing employment as ninety percent of the cost for employment provided is borne by the Centre. There is a concomitant disincentive for not providing employment as the States then bear the double indemnity of unemployment and the cost of unemployment allowance.
  - vi) Unlike the earlier wage employment programmes that were allocation based. MGNREGA is demand driven. Resource



transfer under MGNREGA is based on the demand for employment and this provides another critical incentive to States to leverage the Act to meet the employment needs of the poor.

- vii) MGNREGA has extensive inbuilt provisions for transparency and safeguards
- viii) The public delivery system has been made accountable, as it envisages an Annual Report on the outcomes of MGNREGA to be presented by the Central Government to the Parliament and to the Legislature by the State Government. Personnel responsible for implementing the Act have been made legally responsible for delivering the guarantee under the Act.

**Permissible activities:**

6. Works which are permissible under Mahatma Gandhi NREGA are given in para 1 of Schedule I of the Act and are as under:

- (i) water conservation and water harvesting;
- (ii) drought proofing (including afforestation and tree plantation);
- (iii) irrigation canals including micro and minor irrigation works;
- (iv) provision of irrigation facility, horticulture plantation and land development facilities to land owned by households belonging to the Schedule Castes and Schedule Tribes or Below Poverty Line families or to beneficiaries of land reforms or to the beneficiaries under the Indira Awas Yojna of the Government of India or that of small farmers or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008. (The benefits of works on individual lands have been extended to small and marginal farmers vide notification dated 22.7.2009)
- (v) renovation of traditional water bodies including de-silting of tanks;
- (vi) land development;
- (vii) flood control and protection works including drainage in water logged areas;
- (viii) rural connectivity to provide all-weather access. The construction of roads may include culverts where necessary, and within the village

area may be taken up along with drains. Care should be taken not to take up roads included in the PMGSY network under NREGA. No cement concrete roads should be taken up under NREGA. Priority should be given to roads that give access to SC/ST habitations; and

- (ix) any other work which may be notified by the Central Government in consultation with the State Government.

Construction of Bharat Nirman, Rajiv Gandhi Sewa Kendra as Village Knowledge Resource Centre and Gram Panchayat Bhawan at Gram Panchayat level has been included as a permissible activity in para 1 of Schedule I of the Act.

7. The Committee have been informed that in FY 2010-11, 50.99 lakh works were undertaken, of which 48% constituted water conservation, 18% rural connectivity, 14% land development, 0.33% constituted Rajiv Gandhi Sewa Kendra and provision of irrigation facility to individual beneficiaries constituted around 18% with remaining 2% works related to other activities.

### **Funding**

8. As per the information made available to the Committee, the funding for MGNREGA which started with an initial outlay of Rs 11300cr in year 2006-07 has considerably been increased over the years. In 2010-11, a total of Rs. 54172.14 crore including the Opening Balance is available for Mahatma Gandhi NREGA. During 2010-11, an amount of Rs. 35768.95 crore has been released to the States and Rs. 39377.27 crore has been utilized.

9. A statement indicating State-wise details of total central release, funds available with the States and total expenditure under MGNREGA during the last five years is placed at **Annexure- I**

10. When asked to clarify the reasons for underutilization of funds in some States, the Ministry in a written reply stated as under:

"Mahatma Gandhi NREGA is a demand driven legislation and not an allocation based programme. There is no automatic release of fund by the Ministry to the States/Districts. Accordingly, the States have to submit an application based on the actual demand that is generated at the field level for release of fund in the prescribed format with necessary documents. The first tranche is released based on the Labour Budget prepared by the District Programme Coordinator in bottom up approach with month-wise projections of demand, expenditure and distribution of work and submitted to Empowered Committee. The quantum of first tranche would depend on the projection made for the initial six months of the financial year subject to limitation of 50% of the projection of the whole year. The States are required to submit Labour Budget for the next financial year by January end to enable the Ministry to release the first tranche in the first week of the financial year itself. The States which do not provide their Labour Budget in time, fund equivalent to initial two months was also provided this year based on the average monthly expenditure of the previous year in order to facilitate States to extend the legal guarantee smoothly. In such case the regular releases were made on submission of Labour Budget. The 2<sup>nd</sup> tranche is released on utilization of 60% of available fund by the districts/States and submission of proposal in the prescribe format along with other necessary documents as indicated in operational guidelines. The unutilized funds under MGNEGA do not lapse but are carried forward to the next financial year as opening balance for that year."

### **Employment Generation**

11. As per the information made available to the Committee during the first year of implementation (FY 2006-07) in 200 districts, 2.10 crore households were provided employment and 90.5 crore person days were generated. In 2007-08, 3.39 crore households were provided employment and 143.59 crore person days were generated in 330 districts. In 2008-09, 4.51 crore households have been provided employment and 216.32 crore person days have been generated. In 2009-10, 5.26 crore households have been provided employment and 283.59 crore person days have been generated across the country.

During 2010-11, 257.15 crore person days employment has been generated across the country out of which 122.74 crore were women

{47.75%}. A total of 5.49 crore rural households have been provided employment during the period.

12. A statement indicating State-wise details of total no. of job cards issued; no. of households provided employment and average days per households, during last three years is given at **Annexure-II**

13. On sluggish pace of implementation of Mahatma Gandhi NREGA in certain States, the Ministry in a written reply stated as under:

"MGNREGA is a demand driven programme. There are no predetermined targets under the Act. Employment is provided to a registered job seeker possessing a job card within 15 days of the demand made by her/him. Demand for employment varies from State to State and also within districts in a state. Thus, the pace of implementation of NREGA is different in different States."

14. The Committee have been informed that during 2010-11, the National Average person days per household has been 47 days.

15. Elaborating the reason for shortfall against the targeted 100 days under the Act, the Ministry clarified as under:

"MGNREGA is demand based. A worker is required to make a demand in writing seeking employment under the Act. Number of days of employment demanded by a household in turn depends upon availability of other employment opportunities in an area. Thus, demand for employment varies from State to State and from district to district within a State."

### **Wage Earnings**

16. The Committee have been informed that at the national level, average wage paid under Mahatma Gandhi NREGA has increased from Rs.65 (FY2006-07) to Rs100 in FY 2010-11.

17. A statement indicating State-wise details of average wage paid per person days during the last five years is given at **Annexure-III**.

## **Implementation of the Scheme**

18. In accordance with Section 13(1) of MGNREG Act 2005, the Panchayats at district, intermediate and village level are the principal authorities for planning and implementation of the Schemes made under the Act. The functions of the Panchayats at the district level are to finalize and approve block-wise shelf of projects to be taken up under a programme under the Scheme; to supervise and monitor the projects taken up at the Block level and district level; and to carry out such other functions as may be assigned to it by the State Council, from time to time. The functions of the Panchayat at intermediate level are to approve the Block level Plan for forwarding it to the district Panchayat at the district level for final approval; to supervise and monitor the projects taken up at the Gram Panchayat and Block level; and to carry out such other functions as may be assigned to it by the State Council, from time to time. As per Section 16 of the Act, Gram Panchayats have been assigned a pivotal role in the implementation process. They are responsible for planning of works, registering households, issuing job cards, allocating employment, executing 50% of the works in terms of cost and monitoring the implementation of the scheme at the village level. Besides as per Section 17 of the Act, the Gram Sabha has been vested with the responsibility to monitor the execution of works within the Gram Panchayat and to conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat.

19. Regarding registration procedure for job cards under the scheme, the Ministry in a written reply submitted as under:

"A rural household whose adult members volunteer to do unskilled manual work need to register itself with the Gram Panchayat to get a job card issued. The request for registration may be made orally or in writing. After verification of the particulars as given by the applicants, photographs of all the eligible adult members of the household are fixed on the job card. A job card is to be issued within a period of 15 days

from the date of registration. The cost of the job cards, including that of the photographs is borne as part of the programme cost."

20. When asked to define the term 'household and its implication under MGNREGA, the Ministry in written reply stated as under:

"In accordance with Section 2(f) of the Act, "household" mean the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card. However, as defined in Para 5.1.3 of Chapter 5 of Operational Guidelines, "household" will mean a nuclear family comprising mother, father and their children and may include any person wholly or substantially dependent on the head of the family. Household will also mean a single member family including single women headed household.

21. When asked to clarify the role of mates who are entrusted with the task of supervision of work and recording of attendance at worksite, the Ministry stated as under:

"As per Operational Guidelines, for each work a Mate may be designated for supervision of work and recording attendance of worksite. Mates are to be selected through a fair, transparent and participatory process. Mates are normally assigned the following duties:-

- a) Formation of groups, marking out the task required to earn the minimum wage (as per the schedule of rates)
- b) Maintenance of Muster Rolls at the worksite (including recording the names of workers on the first day of work and marking attendance every day). The mate will be directly responsible for ensuring the authenticity of data in the muster rolls and the quality of work execution.
- c) Task done by each group on a daily or weekly basis.
- d) Ensuring provision of worksite facilities: provision of shelter, designating labourers for provision of child care facilities and water, medicine kit.
- e) General worksite supervision
- f) Dealing with emergencies e.g. accidents at the worksite

22. When asked about the performance of women mates, the Committee have been informed that the district administration of Jalore in Rajasthan focused on training of women for deploying them as mates at worksites. This would ensure an increase in women persondays, participation and economic empowerment as well as better monitoring at worksites. The training was phase-wise and women were given calculators, bags, diaries, measurement kits, medicine kits. The Ministry further stated that for replication, State teams have visited and adopted this model in their respective States. Mate Training Module have been developed and adopted. The model has now been adopted by the remaining districts of Rajasthan, districts in Uttarkhand, Manipur, Andhra Pradesh, Gujarat and Himachal Pradesh.

23. When asked about the parameters to measure the work done by the beneficiaries under the scheme, the Ministry stated as under:

"As per Para 6.7.1 of the Operational Guidelines, States may evolve norms for measurement of work. The factor underlying this may include a set of the following key considerations:-

- i) The first is to ensure that all tasks required for undertaking the works under MGNREGS are identified clearly and that nothing remains invisible and underpaid in piece rate work. Clubbing/bundling of separable tasks is to be avoided.
- ii) The second is to devise productivity norms for all the tasks listed under piece rate works for the different local conditions of soil, slope and geology types in such a way that normal work for the prescribed duration of work results in earnings at least equal to the wage rate.
- iii) The third is to devise measurement norms (individual versus collective), time lag between execution and measurement in order to reduce corruption and underpayment.

24. When desired to know how the value of work done is estimated, the Ministry in their reply stated as under:

"The value of work done by a worker is estimated using the Schedule of Rates (SoR) prepared by State Governments. In States there are Schedule of Rates Committees entrusted with the task of preparing SoRs. Schedule of Rates are arrived at based on the All India Standard Schedule of Rates 1986 published by Ministry of Urban Development in association with National Building Organization. For commonly used completed items for which the standards are not available, standards are decided by the Chief Engineer. SoRs are revised yearly on the basis of inflation and calculation of cost of material/ labour at the market rate of material and labour"

25. When desired to know what criteria are being used by States to arrive at the Schedule of Rates, the Ministry in a written reply stated as under:

"The criteria used to arrive at the Schedule of Rates are the task of a labour arrived after undertaking comprehensive work, time and motion studies to get specified wage rate and the wage rate specified by the central government. The SORs are revised after every revision in wage rate."

26. Elaborating further about the rationale for allowing States to prepare their Schedule of Rates, the Ministry in a written reply submitted as under:

"Rationale for allowing States to prepare their SORs is the variability in the soil, slope, geological conditions, seasonal variations, geomorphological and climatic conditions etc. The ministry has issued Operational Guidelines, which contains guidelines on measurement of work & SORs also."

27. On wage distribution mechanism under Mahatma Gandhi NREGA, the Ministry in a written reply stated as under:

"Work performed by the workers is measured and details are entered in the job card. Description of work and the muster roll in which attendance recorded and wages paid are also indicated in the job card. Worker is issued a wage slip indicating the period of work done, details of pay order through which wages are credited in his account in post office/bank. Worker is directed to collect the wages from the post office/bank on production of wage slip."

28. When asked to know about the role of technical staff in the disbursement of wages, the Committee were informed as under:



"Wages are paid to the workers based on the output of work performed by them. Measurement is recorded in Measurement Book by qualified technical personnel in charge of the worksite. In case the output of work performed by workers is not measured and recorded in time by technical personnel, the payment of wages to the workers gets delayed."

29. When asked what steps have been taken to address the problem of delayed payments of wages to workers on account of less number of technical staff at worksites, the Ministry stated as under:

"State Governments have been directed to deploy dedicated core technical professionals with the various implementing agencies at all levels. Salaries of such dedicated staff are borne by the Central Government out of the 6% administrative expenses under the Act."

30. On being sought to know about the status with respect to payment of unemployment/compensatory allowance under MGNREGA, the Committee have been informed as under:

"Section 7(1) of MGNREG Act provides that if an applicant for employment under the scheme is not provided such employment within fifteen days of receipt of application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, the applicant shall be entitled to a daily unemployment allowance. Para 30 of Schedule-II of MGNREGA also provides that in case the payment of wages is not made within the period specified under the Scheme, the labourers shall be entitled to receive payment of compensation as per the provisions of the Payment of Wages Act, 1936. Unemployment allowance and compensation are paid by the State Governments. Details of unemployment allowance and compensation paid by State Governments are indicated in **Annexure-IV.**"

### **Wage Payments**

31. Mahatma Gandhi NREGA provides for payment of wages to the beneficiaries within a period of 15 days. In order to ensure transparency and timely payment of wages to the workers, wage payment has been made mandatory through worker's account in Post Offices/Banks by making an amendment in para 31 of Schedule II of the Act vide Notification dated 19th

February, 2008. As a result, 9.87 crore accounts of MGNREGA workers have been opened in banks and post offices.

32. The Committee observed that due to lack of postal/ banking facilities in some of the remote areas, cases of delay in wage payment have been reported.

33. When asked to list out what measures have been taken to avoid delay in wage payment in such areas, the Secretary, Ministry of Rural Development during the evidence before the Committee, submitted as under:

"...the Ministry of Finance has mandated that all villages with population of two thousand and above will have a Business Correspondent (BC) and this is being monitored by the Department of Financial Services and the Reserve Bank of India. When this system is put in operation and we are told that about 23000 BCs have already put in place, then every Panchayat or every village will have a BC who will act like an agent of a bank. The Ministry has also authorized that Rs. 80 per year per active account will be paid to these BCs for the disbursement of MGNREGA wages. This is so far as the business correspondents are concerned.

With the post offices also there are more than a 1.5 lakh Branch Post Offices in this country. We do receive complaints about delay in payment of wages through the BPOs also. But, that is on account of the processes that the Department of Posts is following. We have taken it up with them. In a number of States, for example in Andhra Pradesh and in Rajasthan, the disbursement of wages through BPOs is far more satisfactory than perhaps in other States. So, the same business processes that are being following in these two States are being specified for the other States as well. So, while the Ministry is concerned about delay in payment of wages, these are the two approaches that we have adopted.

Besides this, realizing fully well that rolling out business correspondents and the Post Department solution will take sometime, we have allowed cash payment also subject to certain conditions such as that the payment will be made before a committee, it will be made on a fixed day at a fixed place. We have tried to prescribe all those methods and all those conditions that would make it a corruption free process, This is our strategy towards timely payment of wages."

## **Empowerment of Women**

34. The Committee have been informed that MGNREGA focuses not only on women's equitable access to jobs but also in designing the projects in such a way that assets created and services delivered are focused on poor women.

35. The Committee have been informed about the legal provisions under MGNREGA and its Guidelines for gender empowerment are as under:-

- (i) Schedule II paragraph 6 of MGNREG Act provides for participation of women in employment guarantee under the Act. It specifically provides that at least 33% of the women who have requested for employment should be provided employment.
- (ii) Not less than one-third of the non-official members of CEGC shall be women.
- (iii) In case the number of children below the age of six years accompanying the women working at any site are five or more, provision shall be made to depute one of such women worker to look after such children.
- (iv) Equal wages will be provided to both men and women.
- (v) If some applicants have to be directed to report for work beyond 5 k.ms. of their residence, women (especially single women) and older persons should be given preference to work on the worksites nearer to their residence.
- (vi) Mates should be selected through a fair, transparent and participatory process. Adequate representation of women among mates for supervision of work and recording attendance of worksites should be ensured.

Because of their social roles (providing daily essentials food, fuel, fodder, water) and because of discrimination and poverty, women are a particularly vulnerable group. Further production systems such as food, water are subject to shocks and natural variability. Works under MGNREGA including afforestation, water conservation etc. contribute to adaptability and mitigation to extreme shocks such as natural disasters, droughts, floods.

36. When desired to know about the national average of women participation under MGNREGA during the last five years, the Ministry submitted as under:

"The percentage share of employment availed by women during 2006-07 was 40%; 43% in 2007-08; 48% in 2008-09; 48% in 2009-10 and 48% in 2010-11. Hence, the percentage of women beneficiary under MGNREGA has been much higher than provided under the Act."

37. On being asked about the percentage of women registered and requested for work under MGNREGA, the Ministry stated in a written reply as under:

"Out of total 26.694 crore registered workers under MGNREGA for whom job cards have been issued so far, 11.62 crore (43.53%) are women. In 2010-2011, out of the total of 8.73 crore workers who requested for work, 3.92crore (44.96%) were women."

38. The statement showing the State-wise women participation rate during 2010-11 is given in **Annexure-V**.

39. On being asked to spell out the main reasons for low participation of women in MGNREGA in some States, the Ministry stated in a written reply as under:

"Reports point out the main reasons for low participation of women in MGNREGA have been non-revision of Schedule of Rates, socio-cultural constraints and low awareness. Some of the States including Uttar Pradesh, Rajasthan, and West Bengal have revised their SORs to make them worker and gender sensitive."

40. When asked whether any study has been conducted on the impact of MGNREGA on women, the Ministry has submitted as under:-

"some studies have been conducted on the impact of the scheme on women including issues like work participation, availability of work, consumption, etc. The studies point towards positive trends and empowerment of women. As per a study conducted by National

Federation of Indian Women (NFIW), New Delhi, there is an emergence of women's identity and their empowerment with the coming of MGNREGA as an economic opportunity provider. Another aspect of understanding MGNREGA and women's assertion in the growing contribution of women workers to the resources of their household's livelihood. Women have also started to appear more actively in the rural public sphere as they take up their work and responsibilities. There is a general trend of low migration in the areas where assessment was carried out and workers have started to repay their debts."

The Ministry further added that as per a study conducted in Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Rajasthan, Uttar Pradesh, there was a substantial jump in earning potential for women. Out of total sample, 69% workers said MGNREGA helped them avoid hunger. MGNREGA also provided easy access to credit.

Other findings suggest that there is effective targeting of marginalized groups including women. Work availability in villages and decision-making power for women increased post MGNREGA.

41. Status of implementation of MGNREGA and participation of women in naxal affected districts is indicated in a statement given at **Annexure-VI**

42. A statement indicating the status of MGNREGA in districts affected by women trafficking is given at **Annexure-VII**. Most of these States report high women workforce participation.

43. On being asked what is the average wage earned by women per day, State-wise, the Ministry in written reply submitted as under:

"MGNREGA provides for equal wages for men and women workers. Work done by a worker is measured and wages are paid to the workers in accordance with the Schedule of Rates fixed by the State Governments. Separate data regarding average wage earned by women per day is, therefore, not maintained by Ministry of Rural Development. Average wage paid per person days was Rs. 65 in the year 2006-07; Rs. 75 in 2007-08; Rs. 84 in 2008-09; Rs. 90.20 in 2009-10 and Rs. 99.89 in 2010-11. Ministry of Rural Development has not conducted any specific study on the issue of wages earned by women.

However, the 64<sup>th</sup> Round survey by the National Sample Survey (NSSO) in 2007-08 had found that there was no difference between wages earned by men and women under MGNREGA as compared to other public works and that there was a reduced difference in the normal male-female wage rates for casual labour in rural areas vis-à-vis urban areas."

44. The Committee observed that Para 27 of Schedule-II of MGNREGA provides that the facilities of safe drinking water, shade for children and periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site.

45. When asked to specify the actual status of worksite facilities, the Ministry in a written reply stated as under:

"Worksite facilities under MGNREGA are to be made available by the respective State Governments. Funds for providing these facilities are however, met out of the administrative expenditure which is borne by the Central Government. The administrative expenditure under MGNREGA has been enhanced from 4% to 6% with effect from 1.4.2009

46. To a pointed query whether any study has been undertaken to examine the level of women participation through intra and inter state comparisons, the Ministry in a written reply stated as under:-

"No separate study has been undertaken to examine the level of women participation through intra and inter state comparisons."

However some independent evaluation/research studies on MGNREGA conducted have made the following findings on women participation and empowerment:-

- A Study titled as "Concurrent Evaluation of National Rural Employment Guarantee Scheme in the State of Uttarakhand" by IIT Roorkee, conducted in the districts of Udham Singh Nagar and Chamoli found that Women's participation in decision making process had increased after the introduction of MGNREGS, mainly due to their increasing wage earnings.

The study further stated that participation of women is higher in the hill district of Chamoli than the plain district of Udham Singh Nagar. Apart from the lesser socio-economic constraints, non-availability of the male workers due to their significant migration to plains could be the basic reason for the larger participation of women under the Scheme.

- A “Research study on changing gender relations through MGNREGS” in the States of Andhra Pradesh, Karnataka and Tamil Nadu done by NIRD Hyderabad found that MGNREGS acted as social security measure to the aged women, widows, divorced/deserted women. The study further stated that female dependency level has declined after the execution of MGNREGS.

A study of “NREGA process and practices in Andhra Pradesh and Madhya Pradesh: Appraisal cum research study”, By Centre for Educational Research & Development found that NREGA helps the women in general and lactating women in particular, to meet their basic needs, like food by ensuring regular income.

### **Grievance Redressal Mechanism**

47. As regards the efforts initiated to establish the Grievance Redressal Mechanism for the protection of workers entitlements and rights under the Act, the Ministry in a written reply furnished the following:

**a) National Helpline set up for receipt of complaints:** The Ministry had set up a Toll free National Helpline 1800110707 to enable the submission of complaints and queries to the Ministry for the protection of workers entitlements and rights under the Act. This is being ICT enabled and linked with the State and District Level Help lines to create a National Network of MGNREGA Helpline. It will also be linked to Office of the Ombudsman at district level for registration of complaints.

**b) Social Audits:** Social Audits enable the rural communities to monitor and analyze the quality, durability and usefulness of

MGNREGA works as well as mobilize awareness and enforcement on their rights. Social Audit is an important tool by which the people can improve and devise strategies to enhance the quality of implementation of MGNREGA. The Ministry has accorded utmost importance to the organization of Social Audits by the Gram Panchayats and issued instructions to the States to make necessary arrangements for the purpose. The Mahatma Gandhi National Rural Employment Guarantee Audit of Schemes Rules, 2011 have been notified.

**c) District Level Ombudsman** for effective grievance redressal: Instructions on Ombudsman have been issued.

(i) The Ombudsman will be appointed by the State Government on the recommendation of the selection committee. Ombudsmen will be well-known persons from civil society who have experience in the field of public administration, law, academics, social work or management.

(ii) Ombudsman will be an agency independent of the Central or State Government. The Ombudsman will receive complaints from MGNREGA workers and others on any matters consider such complaints and facilitate their disposal in accordance with law. He will require the MGNREGA Authority complained against to provide any information or furnish certified copies of any document relating to the complaint. Where facts are admitted case will be disposed by passing appropriate direction and if not admitted, Ombudsman will pass an award. There shall be no appeal against the award of Ombudsman and the same shall be final.



(iii) The Ombudsman will also issue directions for conducting spot investigation, lodge FIRs against the erring parties, initiate proceedings suo-moto when required and look into direct redressal, disciplinary and punitive actions. In cases of corruption, he will forward the matter to take up criminal prosecution.

(iv) He will send monthly and annual report, list of awards passed to Chief Secretary (CS) and Secretary in charge of MGNREGA. Summary report of cases disposed by Ombudsman will be reported to the State Council and will also form part of the Annual Report to be placed in the Legislative Assembly.

### **Social Audit**

48. The Committee note that lateral public accountability systems like conducting social audits has been put in place and detailed instructions about conducting of social audit have been issued through an amendment to Schedule II of the Act.

49. According to Annual Report (2010-11) of the Ministry of Rural Development, States have reported that social audit has been conducted in 91% of the Gram Panchayats. 2.44 lakh reports on Social Audits have been uploaded on the Mahatma NREGA website indicating verification of 44323 lakh documents.

50. Besides, Secretary, Ministry of Rural Development through a PowerPoint Presentation, highlighting the important initiatives in last one year on social audit, submitted as under:

"Audit of Schemes Rules notified on 30th June 2011. National Consultation held on 19th July 2011 and follow up meeting with state governments on 8th November, 2011 to develop a road map for implementation of Audit of Scheme Rules."

51. When asked to specify the instances of irregularities reported during the operation of schemes in the states and the reaction of the Government thereto, the Ministry in a written reply submitted as under:

"The Ministry of Rural Development has been receiving complaints from various quarters regarding irregularities in the operation of the scheme and has been viewing them very seriously. The complaints are forwarded to concerned State Governments seeking action taken report and comments thereon. Specific complaints of serious nature are investigated by the Ministry itself through National Level Monitors whose reports are analyzed and findings are forwarded to the concerned State Government for taking corrective measures. The Ministry has also been reminding State Governments to ensure that they establish a suitable mechanism for redressal of grievances and disposal of complaints in accordance with the relevant provisions of MGNREG Act. Some important instruments of Monitoring Mechanism are Vigilance and Monitoring Committees at State and District level, National Level Monitors (NLMs), etc."

52. When desired to know what punitive measures are available to deter violators of the Act, the Ministry in a written reply stated as under:

"Section 25 of MGNREG Act provides that whoever contravenes the provisions of MGNREG Act shall on conviction be liable to a fine which may extend to one thousand rupees. No complaints/information regarding issue of duplicate job cards has so far been brought to the knowledge of Ministry of Rural Development. Since the scheme is being implemented by the State Governments, the complaints are forwarded to them for taking necessary action. If irregularities are proved, the question of recovering the whole amount lost from the guilty persons can always be insisted in addition to other forms of departmental disciplinary actions."

### **Rashtriya Bima Yojana/Janashree Bima Yojana**

53. The Committee observed that the Government plans to extend benefits of Rashtriya Bima Yojana to all such MGNREGA beneficiaries who have worked for more than 15 days during the preceding financial year and the scheme is reportedly under consideration of the Government.

54. When asked whether any decision in the matter has been taken by the Government, the Ministry in a written reply stated as under:

"Discussions have been held with the Ministry of Labour & Employment for extending Rashtriya Swasthya Bima Yojana to MGNREGA workers/beneficiaries and necessary guidelines for implementing the same are to be issued by the Ministry of Labour & Employment."

55. When asked whether MGNREGA workers/beneficiaries have been covered under Janashree Bima Yojana (JBY) , the Ministry in a written reply stated as under:-

"Mahatma Gandhi NREGA workers/beneficiaries have been included in 'Rural Poor' category under Jan Shree Bima Yojana (JBY). Under JBY, 50% of the total premium is to be paid by the beneficiary/nodal agency/State Government. The NREGA workers/beneficiaries have been included in 'Rural Poor' category under Janashree Bima Yojana (JBY) subject to the following eligibility norms.

- (i) The Head of a rural household that has been registered under NREGA and has a job card would be eligible for insurance cover.
- (ii) Such a person should have worked under the NREGA for a minimum period of 15 days in a year. The coverage of the eligible person would commence from date when the minimum prescribed number of days worked are completed.
- (iii) The insurance cover has to be renewed each year. The beneficiary would have to work at least 15 days in a financial year to be eligible to renew his/her insurance.
- (iv) A person will not be eligible for insurance cover under the scheme if she/he has already been covered by any other insurance scheme for life and disability sponsored by any other Ministry/Department of the Government of India or of the State Government.
- (v) 50% of the total premium of Rs. 200/- per beneficiary per annum i.e. Rs. 100 shall be paid by the beneficiary/Nodal Agency/State Government. The Government of India share of Rs. 100/- will be paid out

of the Social Security Fund with Life Insurance Corporation of India.

- (vi) The Programme officer of NREGA at the block/district level will be the Nodal Authority for the scheme.

As 50% of the total premium is to be paid by the beneficiary/Nodal agency/State Government, the scheme becomes optional for a worker. "

### **Research Studies**

56. On being asked whether any independent study has also been carried out to examine the impact of the MGNREGA over poverty, standards of living of the MGNREGA beneficiaries, migration level, Ministry in a written reply submitted as under:-

Several independent studies on MGNREGA have brought out the positive impact of the programme and its designated objectives.

- A Study conducted by the Indian Institute of Management, Shillong on the Implementation of MGNREGA in six districts has indicated that Mahatma Gandhi NREGA has sufficiently added to household income of the people who worked/working in Mahatma Gandhi NREGA. The workers were of opinion that they have been able to arrange their households' daily food requirements.
- A study conducted by Indian Institute of Management, Ahmedabad has indicated that the earnings from Mahatma Gandhi NREGA are used as a supplementary income source during non-agricultural seasons.
- A study conducted by the Institute of Human Development has noted that the earnings from Mahatma Gandhi NREGA has contributed 8 percent of the total income of the households in Bihar and about 2.41 percent of the total annual income of a household in Jharkhand. It has contributed more to the income of the SCs (11%), OBC- (9%), landless (9%) and marginal landholders (8%). In both the States (Bihar and Jharkhand) beneficiaries have spent a substantial part of their earnings on food and daily consumption items, health, social ceremonies and education of the children. Debt repayment has also been formed as a component of expenditure from NREGA earnings.

- A study entitled, “Supporting the Operationalization of Mahatma Gandhi NREGA in Khasi Hill, Meghalaya”, by Martin Luther Christian University has noted increase in cash flow at the household level during the month of employment under the Mahatma Gandhi NREGA and the increase in the cash flow ranged from 13 to 32%.
- A “Research study on changing gender relations through MGNREGS” in the States of Andhra Pradesh, Karnataka and Tamil Nadu done by NIRD Hyderabad stated that MGNREGS becomes primary source of income for one third of households. Household’s average income has increased significantly in all the three States, according to the study.
- A study entitled as “NREGA process and practices in Andhra Pradesh and Madhya Pradesh: Appraisal cum research study”, By Centre for Educational Research & Development stated that beneficiaries of the Scheme in both the States reported that the Scheme increases their income by more than one fourth.
- A Study entitled as “Concurrent Evaluation of National Rural Employment Guarantee Scheme in the State of Uttarakhand” by IIT Roorkee, conducted in the districts of Udham Singh Nagar and Chamoli found that the employment in the post-MGNREGS period had increased between 12 and 18 percent in both the districts.
- A Study entitled, “Socio-Economic Impacts of Implementation of Mahatma Gandhi NREGA” by Council for Social Development in tribal areas of Chhattisgarh, Orissa, Jharkhand and Andhra Pradesh noted that the implementation of the Mahatma Gandhi NREGA has contributed in increasing the food security of the rural masses and a major portion of increased income earned through NREGA was spend on food consumption. The beneficiaries have been able to construct house on their own land due to additional income from Mahatma Gandhi NREGA work.
- A study on “Impact Assessment of NREGA in Bankura and Purba-Medinipur Districts of West Bengal” By IIT Karagpur, Karagpur found that villagers consider Mahatma Gandhi NREGA a boon for improving rural livelihood. The availability of works within the village is an encouraging factor, especially for women

## **Awareness Programmes**

57. When asked to give an account of the measures adopted to augment the awareness level among rural households about various aspects of MGNREGA, the Ministry in a written reply stated as under:

"Awareness generation about MGNREGA among rural households has been taken up through intensive IEC activities. The efforts made in this regard involve print as well as electronic media such as brochures, primer hand-book, TV spots, radio jingles, advertisements, films etc. Gram Sabhas have been convened. Village camps have been organized by the District Teams and Self Help Groups have been associated with awareness generation campaign. Non-governmental organizations have also been associated in generating awareness among rural households. Government of India has introduced award known as 'Rozgar Jagrookata Puruskar' to recognize the outstanding contribution by the NGOs for promoting effective implementation of MGNREGA for different States of the country."

## **Monitoring of the Scheme**

58. Monitoring Mechanisms: The Ministry of Rural Development has set up internal and external systems to closely monitor MGNREGA both physical and financial performance of States. These mechanisms also assess the pace and quality of MGNREGA processes and procedures and identify critical issues that need to be addressed on priority.

a) Management Information System (MIS): MGNREGA has one of the most effective ICT enabled public interface at <http://www.nrega.nic.in>. It is fully functional. The architecture of the MIS is constructed on the requirements of the legal process of the Act. All physical and financial performance data is available in public domain. This infuses transparency in MGNREGA information system, enables monitoring of implementation gaps and promotes prompt response to labour demand and labour grievances. The village level household data base has internal checks for ensuring consistency and conformity to normative processes. All critical parameters that

get monitored include: (i) workers' entitlement data and documents such as registration, job cards, muster rolls, (ii) shelf of approved and sanctioned works, works under execution, measurement (iii) employment provided (iv) financial indicators including wage payment. Further, NREGASoft MIS developed for MGNREGA is a work flow based system. Proper checks have been introduced to validate the data entered and stop wrong entries. MIS generates multiple alerts to implementing agencies about the various irregularities, important activities, and messages for funds so that corrective action if required.

b) National Level Monitors and Area Officers: The National Level Monitors, Area Officers and officials of the Ministry of Rural Development undertake annual field visits to MGNREGA Phase I, II and III districts.

c) Review with States: Feedback on programme implementation is discussed and analyzed with State Governments through quarterly Performance Review Committee meeting and periodic state level reviews.

d) National Institutional Network The National Institutional Network (NIN) is a network of institutions, including Indian Institutes of Management (IIMs), Indian Institutes of Technology (IITs) and other professional institutes. NIN is an integrated structure for training, concurrent monitoring, appraisal, diagnosis of implementation constraints, recommendations on remedial action and sustainable interventions, to enhance programme quality.

e) Monitoring by Eminent Citizens: The Centre is appointing 100 eminent citizens to monitor MGNREGA implementation.

### **Convergence with other Schemes**

59. On being asked whether convergence of NRHM with MGNREGA has been contemplated, the Ministry have submitted as under:

"Para 27 of Schedule-II of MGNREGA provides for facilities to be provided at the MGNREGA work sites. One of the facilities is availability of first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed. Ministry is exploring feasibility of making available medical kits at MGNREGA work sites under NRHM. "

60. When asked whether there is any proposal to implement MGNREGA in conjunction with Government Programmes like ICDS and mid-day meal scheme, the Committee were informed as under:

"A proposal for including construction of anganwadi which may be used as crèche for the children of women MGNREGA workers, as one of the permissible works under MGNREGS has been under discussion but no final view has been taken so far. There is no proposal at present for convergence of mid-day meal scheme with MGNREGA"

61. When asked whether the Government is contemplating to allow diversifications efforts linking other rural development programmes with MGNREGA, the Ministry have submitted as under:-

"Diversification efforts for linking other rural development programmes with MGNREGA are being made through convergence of other rural development programmes having similar nature of activities as permitted under MGNREGA for value addition and gap filling. Convergence guidelines have been issued by the Ministry for linking such rural development programmes with MGNREGA. In this regard, the Ministry of Rural Development have also issued detailed guidelines for convergence of MGNREGA with Integrated Watershed Management Programme (IWMP), Total Sanitation Campaign (TSC), Prime Minister's Gram Sadak Yojana (PMGSY) and Bharat Nirman Rajiv Gandhi Sewa Kendra (BNRGSK)."



## **Observations/Recommendations of the Committee**

### **(Recommendation No. 1)**

#### **Role of Gram Panchayats in implementation of the MGNREGA**

**62. The Committee have been informed that in accordance with Section 13(1) of MGNREG Act 2005, the Panchayats at district, intermediate and village level are the principal authorities for planning and implementation of the Schemes made under the Act. They are responsible for identification of the projects to be taken up under the scheme, planning of works, registering households, issuing job cards, allocating employment, executing 50 per cent of the works in terms of cost and monitoring the implementation of the scheme at the village level. Besides, as per Section 17 of the Act, the Gram Sabha has been vested with the responsibility to monitor the execution of works within the Gram Panchayat and to conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat. While giving due credence to the Government policy in the matter, the Committee apprehend that the capture of some Panchayati Raj Institutions (PRIs) by landed elite and indifferent implementation of the programmes should not defeat the very objective of MGNREGA which was expected to liberate the vulnerable sections from the oppressive grip of the former by reducing their dependence for livelihood on the**

land owners and giving them better wages. Since the PRIs have been assigned a pivotal role in implementation of the programme, the Committee desire that the PRIs should work in a fair and transparent manner in regard to registering households, issuing job cards, allocating employment to the rural households under the Act. On the other hand, the Committee also feel that awareness should also be created about the legal rights provided under the scheme to the beneficiaries i.e. rural people of the country. The Committee, therefore, recommend that the Central Government should issue suitable directives to the State Governments to take appropriate measures for capacity building of down-trodden communities and initiate confidence building measures among women, poor and weaker sections of the society to remove fear of Pradhan of their Gram Panchayats and encourage them to speak the truth about the performance of the Scheme, before the other implementing agencies, to make the Scheme effective and result oriented.

**(Recommendation No. 2)**

**Definition of a household**

63. In accordance with Section 2(f) of the Act, "household" means the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card. However, as defined in Para 5.1.3 of Chapter 5 of the Operational Guidelines of MGNREGA, "household" will mean a nuclear

family comprising mother, father and their children and may include any person wholly or substantially dependent on the head of the family. Household will also mean a single member family including single women headed household. The Committee are constrained to note that despite these explanations emerging from time to time, there is still a lot of confusion about the definition of this critical term as reports of denial of registration to the joint families and handicaps by the Gram Panchayats of many villages are still coming on. Even, the provision of work to one person of the household is being alleged to be misinterpreted to suit the male head of the household. In the opinion of the Committee, the implication of operational guidelines issued to remove confusion in the basic definition of "household" in the Act, proved to be inadequate owing to the fact that the definition of household may still be misinterpreted. The Committee, therefore, strongly feel that until the definition of household is structured in a clear and comprehensive manner, twist in the interpretations of the term by functionaries of the scheme having some vested interests will continue in the same fashion denying a large chunk of genuine employment demanding population from their legal right of livelihood. The Committee, therefore, desire that a change in the definition of the household should be brought out to make it more comprehensive and clear enabling thereby reaching the scheme to the targeted beneficiaries.

**(Recommendation No. 3)**

**Wage payments to MGNREGA Workers**

**64. The Committee have been informed that in order to ensure transparency and corruption free payment of wages to MGNREGA workers, an amendment to Schedule II was carried out in the month of February, 2009 making payment of wages to MGNREGA workers compulsory through individual accounts in banks and post offices and as a result, so far, 9.87 crore accounts of MGNREGA workers have been opened through 83000 branches of Banks and 1.56 lakh branches of Post offices. The Committee have also been informed that the cash payments of wages are also being made due to non-availability of Banks and Post Offices in the remote areas of the country subject to certain conditions such as that the payments will be made before a committee and it will be made on a fixed date at a fixed place. The Committee are constrained to note that in view of huge numbers of MGNREGA workers involved in the Scheme, pace of development of infrastructure, including Bank and Post office Branches are not sufficient and thus, resulting in delays in payment to the workers. In this regard, elaborating the strategy adopted to realize cent per cent Bank/Post office accounts, the Ministry have stated that besides, review of this issue with the States on a regular basis during performance review meetings, State Rural Development Departments**

have been advised to roll out the system of Business Correspondents on competitive bid from Banks to strengthen the institutional outreach for Mahatma Gandhi NREGA and achieve 100 percent wage payment through bank/post office accounts. While emphasizing the need for making timely wage payment without any hassles to the MGNREGA workers, the Committee recommend that the Government should direct the State Governments to complete the infrastructure development process within a specific timeframe. To run a trouble-free wage disbursement system, the Committee also recommend that the Government should take action to sort out all problems faced by workers in the Banks/Post offices by convening periodic meetings of MGNREGA Officials with the senior level Officers of Banks and Post Offices.

**(Recommendation No. 4)**

**Shortage of technical staff**

65. The shortage of technical staff at the worksite is another major reason for delayed payments of wages to the Mahatma Gandhi NREGA workers. The Committee have been apprised that wages are paid to the workers based on the output of work performed by them and measurement recorded in Measurement Book by qualified technical personnel in charge of the worksite. In case, the output of the work performed by workers is not measured and recorded in time by technical personnel, the payment of wages to the workers gets delayed. To

address this problem, the Ministry have stated that the State Governments have been directed to deploy dedicated core technical professionals with the various implementing agencies at all levels. In the opinion of the Committee, mere issuance of direction to the States for deployment of required number of professionals would not suffice unless some other effective initiatives are contemplated. The Committee, therefore, recommend that till all the vacancies of the requisite technical staff are filled, some other viable arrangements should be made to take measurement of work so that poor workers get their dues in time and the purpose of the scheme should not be defeated. The Committee also note that as delay in payment of wages due to the lack of sufficient technical personnel may force the State Governments to give compensation allowance to the workers out of their own fund under the provision of the Act, the Government should impress upon the States to expedite deployment of qualified technical staff at the earliest, in their own interest.

**(Recommendation No. 5)**

**Deployment of Additional Dedicated Personnel**

66. The Committee note that under the Act, the Central Government may provide assistance for administrative expenses up to a limit as fixed by the Centre. The Ministry has permitted 6% of the total cost to be made as administrative cost, enabling resource support for deploying additional personnel viz. the Gram Rozgar Sewak at the

Gram Panchayat level and Programme Officer, engineers, IT and accounts personnel at the Block Level to implement the scheme. The Committee, however, feel that the commencement of the Scheme was not accompanied by the appointment of additional staff for its implementation. This has resulted in the existing staff being burdened with additional work. At the panchayat level, the guidelines specifically advised the appointment of a 'rozgar sevak'. Disappointingly, this has not yet been done. The lack of staff is having a negative impact on the workings of the Mahatma Gandhi NREGA. The Committee, therefore, recommend that the Government should direct all the State Governments that all the vacancies in the posts of Block Development Officers/Programme officers, Junior Engineers/Technical Assistants, Accountants, Panchayat Sewaks, Gram Rozgar Sevak etc. are filled up on top priority.

**(Recommendation No. 6)**

**Empowerment of Women**

67. The Committee have been informed that MGNREGA focuses not only on women's equitable access to work but also in designing the projects in such a way that assets created and services delivered are focused on poor women. Major provisions incorporated in the MGNREG Act to attain these *inter-alia* are Women participation in Apex Bodies, Women participation in work, Worksite Facilities and Equal Wages. Undoubtedly, the Government's efforts in providing women's equitable

access to work in the scheme have shown some positive indications. The Committee note that at the national level, the participation of women since the inception of the programme has been steadily rising from 41 per cent during 2006-07 to 48 per cent during 2010-11 much more than provided in the Act i.e. 33 per cent. Some independent studies undertaken to assess the impact of MGNREGA on women empowerment have also revealed positive results. But the fact remains that at the planning level, their contribution has not been significant because the women in villages are not educated and awakened enough to formulate effective plans for women and to assess the projects in terms of benefits for women. In this regard, endorsing the Committee view, the Secretary, Ministry of Rural Development, while appearing before the Committee informed that "majority of female sarpanch are not aware of the dimension and implication of the Scheme". The Committee are of the considered view that to enhance leadership quality in the women, endeavors should be directed towards designing some capacity building training programmes. The Committee, therefore, desire that this matter should be taken up with the Ministry of Panchayati Raj to draw up some training programme for elected women representatives of Gram Panchayats so that the Scheme is implemented in an effective manner. Besides, the Government should also issue guidelines and suggest modalities for attainment of laid down provisions for women empowerment under the Act so that women functionaries in the Apex



**Bodies can discharge their role effectively. Further, the Government should also indicate works to be taken up for creating assets focusing on poor women.**

**(Recommendation No. 7)**

#### **Women Participation Study**

**68. The Committee note that in 2010-2011, out of the total of 87.30 lakh workers who requested for work, 39.25 lakh (44.96%) were women. Even, the percentage share of employment availed by women during the last five years has been 40% ; 43%; 48%; 48% and 48% respectively which is much higher than provided under the Act. However, the Committee observe that a closer look at the State-wise women participation rate during 2010-11 gives an impression that in some States it has been either abysmally low or significantly high. When States like Kerala and Tamil Nadu register 90.39% and 82.59% women participation in MGNREGA, Uttar Pradesh shows just 21.42%, in Assam 26.51% and in Bihar 28.49%. The Ministry has attributed this to the factors linked to caste, religion and social hierarchies which limit participation of women in workforce. During examination of the subject, the Committee also found that no separate study has so far been undertaken to examine the level of women participation through intra and inter-state comparisons. However, some independent evaluation/research studies on the impact of MGNREGA on women empowerment have been conducted. The Committee are of the firm view that a comprehensive study to examine the level of women**

participation through intra and inter-state comparisons by the Government agency will enable to identify and analyze the various factors responsible for variability of women participation in different States and different districts within the States. It will help the policymakers to formulate new strategies based on the feedback obtained from the States with high women participation rate for effective implementation of the Scheme in other States. The Committee, therefore, recommend that the Ministry of Rural Development should move a proposal in this regard at the earliest.

(Recommendation No. 8)

#### **Absence of facilities at the worksites**

69. The Committee note that Para 27 of Schedule-II of MGNREGA provides that the facilities of safe drinking water, shade for children and periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed shall be provided at the work site. The Committee also note that Para 28 of the Schedule provides that in case the number of children below the age of six years accompanying the women working at any site are five or more, provisions shall be made to depute one of such women worker to look after such children. However, the Committee note with regret that passing reports from the fields point glaringly towards their inadequacy or complete absence. In view of the inadequacies or absence of these facilities women having small children

are reluctant to apply for work. The Committee feel that proper availability of these facilities will further encourage women to come forward and participate in the Scheme with greater motivation. The Ministry's argument that State Governments are responsible for providing these facilities is not convincing. Since funds for providing these facilities are given by the Central Government, Committee feel that some sort of checking by the Central Government is necessary for implementation of this provision of the Act.

(Recommendation No. 9)

#### **Deployment of Women Mates**

70. The Committee note that as per Operational Guidelines, for each work a Mate is required to be designated for supervision of work and recording attendance of worksite. Above all, other duties required to be discharged by a Mate covers like formation of groups, marking out the task required to earn the minimum wage; maintenance of Muster Rolls at the worksite, etc. The Committee would like to assert that the Mates have been assigned very important duties as they are directly responsible for ensuring the authenticity of data in the muster rolls and the quality of work execution and thus help workers to earn their legitimate wages based on the output of their work. The Committee, therefore, desire that Mate system should be fair and transparent. In this regard, the Committee strongly believe that Mate System based on "Jalore model" in Rajasthan would be an appropriate solution. The Committee, therefore, recommend that the Government should take

necessary action to impress upon the State Governments to introduce the same System. The Committee also desire that to achieve better women participation in MGNREGA, the proportion of women mates in the panel of Mates should be at least 33 per cent.

**(Recommendation No. 10)**

**Awareness generation programme**

71. The Committee note that since inception in 2006-07, Mahatma Gandhi NREGA has been successful in generating millions of jobs in rural India. While in 2006-07, it provided 2.10 crore employment, it rose to 5.49 crore in 2010-11. The Committee, however, wish to point out that there are still innumerable households across the country, who are ignorant of such job guaranteeing programme of the Government. The Committee have been informed that for awareness generation about MGNREGA among rural households, intensive Information, Education and Communication (IEC) efforts have been taken up through print as well as electronic media involving brochures, primer hand-book, TV spots, radio jingles, advertisements, films, etc. Other initiatives taken up in this regard including summoning of Gram Sabhas; organizing of Village camps by the District Teams; association of Self Help Groups and Non-governmental organizations with awareness generation campaign and introducing award known as 'Rozgar Jagrookata Puruskar' to recognize the outstanding contribution by the NGOs for promoting effective implementation of

**MGNREGA for different States of the country. The Committee feel that since MGNREGA is a Rights-based programme, articulation of demand by the "rural poor" should be the basic premise of its operation. The Committee, therefore, desire that sufficient awareness programmes should be started to capture real demand for work through effective IEC particularly focused on women representatives of PRIs, women workers, and vulnerable sections of society like SCs, STs, and small and marginal farmers.**

**(Recommendation No. 11)**

#### **Monitoring Mechanisms**

**72. The Committee note that in order to closely monitor MGNREGA, both physical and financial performance of States, the Ministry of Rural Development has set up internal and external systems which also assess the pace and quality of MGNREGA processes and procedures and identify critical issues that need to be addressed on priority basis. As per the information made available to the Committee, these systems involve development and operationalisation of a web-enabled Management Information System (MIS) *www.nrega.nic.in* that seeks to place all critical information pertaining to labour demand and registration and their rights in the public domain, field visits by National Level Monitors and Area Officers, Review meetings with States, National Institutional Network and Monitoring by Eminent Citizens. The Committee are happy to note that the Government have**

been taking innovative steps to pick up the pace and quality of MGNREGA processes and procedures and to plug the implementation gaps. The Committee would, however, like to emphasize that for effective operation of the scheme, monitoring should not be a mere fault finding process. Rather proper solutions should also be devised to correct the lapses timely. For this purpose, the Committee recommend that surprise inspections by senior officials of the Ministry to oversee the Scheme can be undertaken and all such inspections must be followed by written reports on which comments and directions should be given by the higher level supervisory officials. The Committee also desire that besides undertaking continuous vigorous monitoring at all levels; the Government should also take expeditious legal and administrative action against those violating provisions of the Act and its Guidelines/Rules.

**(Recommendation No. 12)**

**Grievance Redressal Mechanism**

73. The Committee note that besides specific provisions under the Act regarding setting up of Grievance Redressal Mechanism and conducting of social audits with a view to safeguarding the rights and entitlements of the MNREGA workers, the Central Government has issued guidelines for appointment of Ombudsmen in the States across the country. The Committee have been informed that initiatives are also underway to link the National Helpline with the State and district

helpline to create a national network of MGNREGA Helpline enabling quicker registration of grievances by the workers. The Committee appreciate such administrative measures of the Government. The Committee are, however, concerned to note that the Government has not taken any serious action to address the important aspect of prompt disposal of the grievances. The Committee believe that due to ineffective grievance redressal mechanism, despite scores of their complaints, the workers are shying away to register them, terming the grievance redressal mechanism meaningless and futile exercise. The Committee are of the opinion that in order to strengthen these redressal mechanisms, focus should be laid on creation of an arrangement for quick disposal of complaints so that workers may feel motivated to lodge their grievances. The Committee, therefore, recommend that the Central Government should impress upon all State Governments to evolve a clear-cut timeframe for redressal and disposal of all sorts of complaints/ grievances, be they minor or major and to ensure strict compliance of this direction.

(Recommendation No. 13)

#### **Convergence with other Schemes**

74. The Committee note that para 27 of Schedule-II of MGNREGA provides for facilities to be provided at the MGNREGA work sites. One of the facilities is availability of first-aid box with adequate material for emergency treatment for minor injuries and other health hazards

connected with the work being performed and Ministry is exploring feasibility of making available medical kits at MGNREGA work sites under NRHM. Similarly, a proposal for including construction of anganwadi which may be used as crèche for the children of women MGNREGA workers, as one of the permissible works under MGNREGA has been stated to be under consideration . The Committee are of the considered view that the convergence initiatives of the Government with other schemes will certainly go a long way in effective implementation of various ongoing socio-economic development programmes in Rural India. The Committee, therefore, recommend that all the deliberations on convergence of schemes should be taken to the logical conclusion at the earliest and the proposals be approved for early execution.

**(Recommendation No. 14)**

**Janashree Bima Yojana**

75. The Committee note that Mahatma Gandhi NREGA workers/beneficiaries have been included in 'Rural Poor' category under Jan Shree Bima Yojana (JBY) subject to the certain eligibility norms like such a person should have worked under the MNREGA for a minimum period of 15 days in a year and the person will not be eligible for insurance cover under the scheme if she/he has already been covered by any other insurance scheme for life and disability sponsored by any other Ministry/Department of the Government of India or of the State Government. Since under JBY 50 per cent of the



total premium is to be paid by the beneficiary/nodal agency/State Government ,the MGNREGA worker has to pay Rs. 100/- and the Central Government's share of Rs. 100/- is stated to be paid out of the Social Security Fund with Life Insurance Corporation of India. In the opinion of the Committee, to make the flagship programme of the Government a big success, generating real demand is prerequisite. By including Mahatma Gandhi NREGA workers/beneficiaries in 'Rural Poor' category under Jan Shree Bima Yojana (JBY), the Committee feel that Government has taken a proactive step in this direction. The Committee however, believe that 50 per cent contribution to the scheme by "Rural Poor' will be too much. The Committee feel that this should be curtailed to 30 per cent so that more workers may opt this social security scheme. The Committee, therefore, recommend that all implementing agencies of the Janashree Bima Yojana should undertake a review of the scheme and explore the possibility of extending 70 per cent contribution by the Central Government.

NEW DELHI  
16 May,2012  
26 Vaisakha, 1934 (Saka)

SMT. CHANDRESH KUMAR  
CHAIRPERSON  
COMMITTEE ON EMPOWERMENT OF WOMEN



Mahatma Gandhi NREGA: Employment Generated

ANNEXURE II

Sl.No.	State	Total Jobs/and Issued till FY 2008-11	His Provided Employment					Average Days Per Households				
			2008-09	2009-10	2010-11	2008-09	2009-10	2010-11	2008-09	2009-10	2010-11	
1	ANDHRA PRADESH	11991923	5699557	6158493	6200423	48	66	66	54	54		
2	ARUNACHAL PRADESH	170150	80714	68157	134527	43	43	25	23	23		
3	ASSAM	4369561	1877393	2137770	1798372	40	34	34	26	26		
4	BIHAR	13044879	3822484	4127330	4738464	26	28	28	34	34		
5	CHHATTISGARH	3911126	2270415	2025845	2483581	55	51	51	45	45		
6	GUJARAT	3955998	850691	1596402	1090223	25	37	37	45	45		
7	HARYANA	582737	162932	156406	235281	42	38	38	36	36		
8	HIMACHAL PRADESH	1056602	445713	497336	444237	46	57	57	49	49		
9	JAMMU & KASHMIR	1001681	195166	356036	492277	40	38	38	43	43		
10	JHARKHAND	3920922	1576348	1702599	1887360	48	49	49	42	42		
11	KARNATAKA	5294245	896212	3535231	2224468	32	57	57	49	49		
12	KERLA	6920118	6920118	955976	1175816	22	36	36	41	41		
13	MADHYA PRADESH	2915670	5207665	4714591	4407643	57	56	56	50	50		
14	MAHARASHTRA	13844370	906297	591547	451169	46	46	46	44	44		
15	MAHARISHTRA	5832823	381109	418554	433856	75	73	73	68	68		
16	MANIPUR	444866	398328	300432	346149	38	40	40	38	38		
17	MIZORAM	170894	172775	180140	170894	73	91	91	97	97		
18	NAGALAND	350815	286689	325242	350815	68	87	87	95	95		
19	ORISSA	6025230	1189006	1889300	2004815	36	40	40	49	49		
20	PUNJAB	821076	147336	271934	278134	27	28	28	27	27		
21	RAJASTHAN	9274312	6373093	6522264	5859667	76	69	69	85	85		
22	SIKKIM	73575	52006	54156	56401	51	80	80	85	85		
23	TAMIL NADU	7347187	3345648	4373257	4969140	36	55	55	54	54		
24	TRIPURA	564900	540922	576487	537055	64	80	80	67	67		
25	UTTAR PRADESH	1362850	4336466	5483434	6431213	52	65	65	52	52		
26	UTTARANCHAL	974529	288741	322304	542391	35	35	35	42	42		
27	WEST BENGAL	10731538	3025854	3479913	4994239	26	45	45	31	31		
28	ANDAMAN AND NICOBAR	44406	5975	3741	2790	25	19	19	21	21		
29	DADRA & NAGAR HAVELI	1135	1918	NR	NR	NR	NR	NR	NR	NR		
30	DAMAN & DIU	NR	NR	NR	NR	NR	NR	NR	NR	NR		
31	GOA	21032	3024	5192	4597	60	27	27	30	30		
32	LAKSHADWEEP	7787	0	NR	NR	NR	NR	NR	NR	NR		
33	PONDICHERY	63758	12264	40377	38118	13	13	13	22	22		
34	CHANDIGARH	NR	NR	NR	NR	NR	NR	NR	NR	NR		
35	INDIA	114924491	664512392	835893991	8349470681	48	54	54	47	47		

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**ANNEXURE III**

Statement indicating State-wise details of Average wage per person/day under Mahatma Gandhi NREGA

Sl.No.	State	Average wage per person/day				
		2006-07	2007-08	2008-09	2009-10	2010-11
1.	ANDHRA PRADESH	86.07	83.04	82.54	91.86	99.97
2.	ARUNACHAL PRADESH	48.32	67.13	58.78	68.68	95.04
3.	ASSAM	66.97	73.32	77.15	86.96	107.08
4.	BIHAR	70.13	81.05	85.08	97.52	101.22
5.	CHHATTISGARH	61.63	68.44	73.20	82.25	104.41
6.	GUJARAT	55.56	64.24	67.76	89.30	97.36
7.	HARYANA	96.59	124.19	119.66	150.86	168.95
8.	HIMACHAL PRADESH	68.82	75.42	99.07	109.54	126.53
9.	JAMMU & KASHMIR	69.42	71.72	67.53	93.28	112.62
10.	JHARKHAND	79.32	82.40	90.46	97.69	103.27
11.	KARNATAKA	66.55	72.34	80.99	86.00	143.52
12.	KERALA	120.83	117.52	120.06	120.56	132.57
13.	MADHYA PRADESH	59.52	63.57	73.17	83.70	97.78
14.	MAHARASHTRA	103.70	89.72	74.73	94.25	134.43
15.	MANIPUR	74.63	86.60	78.07	77.67	92.95
16.	MEGHALAYA	72.98	88.33	70.13	78.95	99.72
17.	MIZORAM	175.24	127.52	108.99	104.40	115.92
18.	NAGALAND	66.03	69.54	80.77	102.82	102.88
19.	ORISSA	52.79	77.06	92.03	105.89	95.53
20.	PUNJAB	94.03	101.29	110.60	123.49	129.51
21.	RAJASTHAN	50.78	58.64	88.32	87.38	75.08
22.	SIKKIM	86.93	93.99	91.69	95.43	99.98
23.	TAMIL NADU	80.03	77.32	79.68	71.56	82.45
24.	TRIPURA	60.00	72.55	85.61	100.56	102.67
25.	UTTAR PRADESH	56.15	92.64	99.22	99.49	105.10
26.	UTTRANCHAL	72.46	73.81	84.64	98.93	101.95
27.	WEST BENGAL	70.02	79.02	78.21	90.35	106.66
28.	ANDAMAN & NICOBAR	-	-	124.41	143.85	185.02
29.	DADRA & NAGAR HAVELI	-	-	1.07	112.46	116.00
30.	DAMAN & DIU	-	-	NR	NR	NR
31.	GOA	-	-	NR	94.68	138.50
32.	LAKSHDWEEP	-	-	79.14	76.05	90.86
33.	PONDICHERRY	-	-	79.14	76.05	90.86
34.	CHANDIGARH	-	-	NR	NR	NR
<b>TOTAL</b>		<b>64.55</b>	<b>74.78</b>	<b>84.13</b>	<b>90.20</b>	<b>99.89</b>

**ANNEXURE IV**

Statement indicating State-wise details of Un-employment allowance paid by the States under NREGA

Sl.No.	Name of State	Details of Un-employment allowance paid
1.	Madhya Pradesh	During 2006-07, in Badwani district, 1574 applicants were paid a sum of Rs. 4,75,386/- as unemployment allowance.
2.	Orissa	A total of 543 job seekers have been paid Rs. 1,03,462/- as unemployment allowance in three districts viz. Nawarangpur, Kalahandi and Bolangir.
3.	Karnataka	679 applicants have been paid Rs. 1,68,068/- as unemployment allowance in 8 Gram Panchayats of Raichur district.
4.	West Bengal	Eight job card holders in South 24-Parganas district of the State have been paid in 14 days unemployment allowance each in 2007-08.
5.	Kerala	An amount of Rs. 1063/- was sanctioned to a job seeker (Sri A.P. Vimlan, Ajnailikkal House, Padichira P.O., Pulpally, Wayanad district) as unemployment allowance for 32 days during the year 2006-07.
6.	Tripura	Unemployment allowance has been paid by the Government of Tripura during the year 2008-09 upto 31st December, 2008 to 51 registered job seekers.
7.	Jharkhand	Unemployment allowance of Rs. 138330/- paid to 78 workers of Jerua & Kope villages in Latehar district of Jharkhand.
8.	Maharashtra	Unemployment allowance has been paid in Bhandara district in November, 2007. R. 2,72,272/- were paid to 1144 labours.
9.	Uttar Pradesh	Unemployment allowance of Rs. 26,94,330/- has been approved to 1210 labourers in 15 villages of Misrikh Block and 10 villages of Pasawan Block of the Sitapur district in UP vide State Government's order dated 15.1.2009.

**Compensation paid for delay in wage payment**

State	Block	Number of people	Amount paid (in Rs.)
Jharkhand	Khunti	154	30,8000/-
	Murhu	95	1,90,000/-

**ANNEXURE V**

Statement showing State-wise women participation rate during 2010-11 under Mahatma Gandhi NREGA)

Sl. No.	States	No. of households provided employment	Persondays in Lakhs		
			Total	Women	%age of Women participation
	1	2	3	4	5
1.	ANDHRA PRADESH	6200423	3351.61	1912.09	57.05
2.	ARUNACHAL PRADESH	134527	31.12	10.35	33.26
3.	ASSAM	1798372	470.52	124.73	26.51
4.	BIHAR	4738464	1602.62	456.66	28.49
5.	CHHATTISGARH	2485581	1110.35	539.96	48.63
6.	GUJARAT	1096223	491.84	217.55	44.23
7.	HARYANA	235281	84.20	29.99	35.62
8.	HIMACHAL PRADESH	444247	219.46	105.90	48.25
9.	JAMMU AND KASHMIR	492277	210.68	15.75	7.48
10.	JHARKHAND	1987360	830.90	278.07	33.47
11.	KARNATAKA	2224468	1097.85	505.08	46.01
12.	KERALA	1175816	480.34	434.17	90.39
13.	MADHYA PRADESH	4407643	2198.18	976.02	44.40
14.	MAHARASHTRA	451169	200.00	91.77	45.89
15.	MANIPUR	433856	295.61	103.66	35.07
16.	MEGHALAYA	346149	199.81	87.75	43.92
17.	MIZORAM	170894	165.98	56.34	33.94
18.	NAGALAND	350815	334.34	117.09	35.02
19.	ORISSA	2004815	976.57	384.82	39.41
20.	PUNJAB	278134	75.40	25.53	33.86
21.	RAJASTHAN	5859667	3062.22	2068.14	68.34
22.	SIKKIM	56401	48.14	22.46	46.66
23.	TAMIL NADU	4969140	2685.93	2218.43	82.59
24.	TRIPURA	557055	374.51	144.37	38.55
25.	UTTAR PRADESH	6431213	3348.97	717.28	21.42
26.	UTTRANCHAL	542391	230.20	92.77	40.30
27.	WEST BENGAL	4998239	1553.08	523.19	33.69
28.	ANDAMAN AND NICOBAR	17636	4.03	1.91	47.39
29.	DADRA & NAGAR HAVELI	2290	0.47	0.40	85.11
30.	DAMAN & DIU	NR	NR	NR	NR
31.	GOA	13897	3.70	2.53	68.38
32.	LAKSHADWEEP	4507	1.34	0.46	34.33
33.	PONDICHERRY	38118	11.27	9.06	80.39
34.	CHANDIGARH	NR	NR	NR	NR
	<b>TOTAL</b>	<b>54947068</b>	<b>25715.24</b>	<b>12274.28</b>	<b>47.73</b>

Sl. No.	State	District	MIG granted employment (In Nos)										Cumulative Performance in LIVE affected districts										% of Women participation										Total expenditure (In Lakh)									
			2004-07	2007-08	2008-09	2009-10	2010-11	2010-11	2007-08	2008-09	2009-10	2010-11	2010-11	2007-08	2008-09	2009-10	2010-11	2010-11	2007-08	2008-09	2009-10	2010-11	2010-11	2007-08	2008-09	2009-10	2010-11	2010-11														
1	Andhra Pradesh	AP	18195	48018	30957	61982	83021	18786	7103	2155	4043	39516	548	377	592	583	376	68703	203134	796809	459338	20775	20775	20775	20775	20775	20775	20775	20775													
2	Andhra Pradesh	AP	18195	48018	30957	61982	83021	18786	7103	2155	4043	39516	548	377	592	583	376	68703	203134	796809	459338	20775	20775	20775	20775	20775	20775	20775	20775													
3	Andhra Pradesh	AP	18195	48018	30957	61982	83021	18786	7103	2155	4043	39516	548	377	592	583	376	68703	203134	796809	459338	20775	20775	20775	20775	20775	20775	20775	20775	20775												
4	Andhra Pradesh	AP	18195	48018	30957	61982	83021	18786	7103	2155	4043	39516	548	377	592	583	376	68703	203134	796809	459338	20775	20775	20775	20775	20775	20775	20775	20775	20775	20775											
5	Andhra Pradesh	AP	18195	48018	30957	61982	83021	18786	7103	2155	4043	39516	548	377	592	583	376	68703	203134	796809	459338	20775	20775	20775	20775	20775	20775	20775	20775	20775	20775	20775										

ANNEXURE-VI

**Annexure - VII**

SNo	State	No of District	Districts affected by women trafficking	Performance under MGNREGA in Districts affected by women trafficking (FY 2010-11)			
				No. of Districts where women participation less than 33%	Total Persondays generated (In Lakhs)	Women Peron days generated (In Lakhs)	%age of Woman Participat ion
1	ANADMANN & NICOBAR	3	3		4.0	1.9	47.4
2	ANDHRA PRADESH	22	21		3110.4	1771.7	57.0
3	ASSAM	27	14	12	243.4	69.6	28.6
4	BIHAR	38	25	18	1190.3	322.8	27.1
5	CHANDIGARH	1	1		NR	NR	NR
6	CHHATTISGARH	18	1		130.4	66.5	51.0
7	DAMAN & DIU	2	2		NR	NR	NR
8	GOA	2	1		2.6	1.5	59.2
9	GUJARAT	26	20	2	372.4	167.2	44.9
10	HARYANA	21	10	2	26.9	10.0	37.3
11	HIMACHAL PRADESH	12	3	1	32.9	9.0	27.3
12	JHARKHAND	24	11	7	432.9	131.2	30.3
13	KARNATAKA	29	24		930.2	428.5	46.1
14	KERLA	14	13		462.8	417.5	90.2
15	MADHYA PRADESH	50	14	6	390.3	146.3	37.5
16	MAHARASHTRA	33	20	4	60.9	22.9	37.6
17	MANIPUR	9	8	4	275.2	96.5	35.1
18	MEGHALAYA	7	6		190.1	82.9	43.6
19	MIZORAM	8	1	1	24.0	7.4	30.7
20	NAGALAND	11	6	1	207.4	76.0	36.6
21	ORISSA	30	23	6	769.2	307.3	39.9
22	PONDICHERRY	2	2		11.3	9.1	80.3
23	PUNJAB	20	7	2	31.3	10.2	32.5
24	RAJASTHAN	33	23	1	2244.4	1542.3	68.7
25	SIKKIM	4	1		5.6	2.2	38.9
26	TAMIL NADU	31	21		2016.4	1663.9	82.5
27	UTTRANCHAL	13	6	3	149.9	70.7	47.1
28	UTTAR PRADESH	72	53	43	2680.4	574.2	21.4
29	WEST BENGAL	19	18	10	1472.2	486.8	33.1
	<b>TOTAL</b>	<b>581</b>	<b>358</b>	<b>123</b>	<b>17467.8</b>	<b>8496.0</b>	<b>48.6</b>



**MINUTES  
COMMITTEE ON EMPOWERMENT OF WOMEN (2009-2010)  
Third Sitting  
(13.11.2009)**

The Committee sat on Friday, the 13<sup>th</sup> November, 2009 from 1130 hrs. to 1330 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

**PRESENT**

**Smt. Chandresh Kumari** - **Hon'ble Chairperson**

**MEMBERS  
LOK SABHA**

2. Smt. Ashwamedh Devi
3. Smt. Rama Devi
4. Shri T.K.S. Elangovan
5. Dr. Jyoti Mirdha
6. Kumari Meenakshi Natrajan
7. Smt. Jayshreeben Kanubhai Patel
8. Smt. Sushila Saroj
9. Shri Umashankar Singh

**RAJYA SABHA**

10. Shri Jabir Husain
11. Smt. Syeda Anwara Taimur

**WITNESSES**

**REPRESENTATIVES OF THE MINISTRY OF RURAL DEVELOPMENT**

1. Smt. Amita Sharma Joint Secretary

**SECRETARIAT**

1. Shri C.S. Joon Director
2. Smt. Mamta Kemwal Deputy Secretary
3. Smt. Reena Gopalakrishnan Under Secretary

2. At the outset, the Chairperson welcomed the representatives of the Ministry of Rural Development to the sitting of the Committee. The representatives of the Ministry of Rural Development, then, gave a brief presentation on the subject 'NREGA and Empowerment of Women in Rural Areas' highlighting the features of the Scheme (NREGA) and the efforts made by the Ministry towards social and economic upliftment of women through NREGA.

3. Thereafter, the Members raised certain issues viz., untimely disbursement of wages, non-adherence to stipulated wage under the Act, poor work site facilities, complicated procedure for work application, lack of awareness amongst the women beneficiaries etc. The representatives of the Ministry responded to the queries of the Members. To the queries that could not be resolved, it was decided to seek written clarifications from the Ministry.

4. A verbatim record of the proceedings has been kept.

*The Committee then adjourned.*

**MINUTES  
COMMITTEE ON EMPOWERMENT OF WOMEN (2011-2012)**

**Third Sitting  
(23.01.2012)**

The Committee sat on Monday, the 23<sup>rd</sup> January, 2012 from 1500 hrs. to 1700 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

**Dr. C.P. Thakur -**

**Acting Chairman**

**MEMBERS**

**LOK SABHA**

2. Smt. Susmita Bauri
3. Dr. Kakali Ghosh Dastidar
4. Smt. Ashwamedh Devi
5. Smt. Rama Devi
6. Dr. Jyoti Mirdha
7. Smt. Jayshreeben Kanubhai Patel
8. Smt. Yashodhara Raje Scindia
9. Smt. Rajesh Nandini Singh

**RAJYA SABHA**

10. Smt. Naznin Faruque
11. Shri Ambeth Rajan
12. Dr. T. N. Seema
13. Smt. Maya Singh
14. Smt. Vasanthi Stanley
15. Dr. Prabha Thakur

**WITNESSES**

**REPRESENTATIVES OF THE MINISTRY OF RURAL DEVELOPMENT**

- |                             |                        |
|-----------------------------|------------------------|
| 1. Shri B.K. Sinha          | Secretary              |
| 2. Shri Partha Pratim Mitra | Chief Economic Advisor |
| 3. Shri Vijay Kumar         | Joint Secretary        |
| 4. Sh. D.K. Jain            | Joint Secretary        |
| 5. Smt. Indu Sharma         | Director               |
| 6. Sh. S.P. Vashisth        | Director               |

**SECRETARIAT**

- |                      |                  |
|----------------------|------------------|
| 1. Shri C.S. Joon    | Joint Secretary  |
| 2. Smt. Mamta Kemwal | Deputy Secretary |

2. At the outset, the Acting Chairman welcomed the representatives of the Ministry of Rural Development to the sitting of the Committee and drew the attention to Direction 58 of the Directions issued by the Speaker, Lok Sabha relating to evidence before the Parliamentary Committees.

3. Thereafter, the Secretary, Ministry of Rural Development made a presentation on MGNREGA. The Chairman and Members, then raised queries on various points, including delay in disbursement of wages; poor work site facilities; setting up of grievance redressal mechanism; nature of work available to MGNREGA workers; low percentage of women mate; monitoring mechanism; feasibility of including village development activities in MGNREGA; implementation of MGNREGA in conjunction with ICDS and other programmes of Ministry of Women and Child Development; role of Panchayati Raj Institutions (PRIs) in the implementation of MGNREGA, etc. Explanations/clarifications on some of the points were given by the representatives of the Ministry. However, information on some of them was not available with the representatives of the Ministry. They were, therefore, asked to furnish the same to the Committee Secretariat at the earliest.

4. A verbatim record of the proceedings of the sitting has been kept.

*The Committee then adjourned.*

**MINUTES  
COMMITTEE ON EMPOWERMENT OF WOMEN (2011-2012)  
Eighth Sitting  
(16.05.2012)**

The Committee sat on Monday the 16<sup>th</sup> May, 2012 from 1530 hrs. to 1630 hrs. in Room No. 130, Parliament House Annexe, New Delhi.

**PRESENT**

**Smt. Chandresh Kumari** - Hon'ble Chairperson

**LOK SABHA  
MEMBERS**

2. Smt. Susmita Bauri
3. Smt. Ashwamedh Devi
4. Smt. Rama Devi
5. (Dr.) Smt. Botcha Jhansi Lakshmi
6. Smt. Sumitra Mahajan
7. Smt. Jayshreeben Kanubhai Patel
8. Smt. Rajesh Nandini Singh
9. Smt. Mausam Noor
10. Smt. Usha Verma

**RAJYA SABHA**

11. Smt. Kanimozhi
12. Dr. T.N. Seema
13. Smt. Vasanthi Stanley
14. Dr. C.P. Thakur
15. Dr. Prabha Thakur

**SECRETARIAT**

- |    |                           |                  |
|----|---------------------------|------------------|
| 1. | Shri C.S.Joon             | Joint Secretary  |
| 2. | Smt. Mamta Kemwal         | Deputy Secretary |
| 3. | Smt. Reena Gopalakrishnan | Deputy Secretary |

2. At the outset, Chairperson welcomed the Members to the sitting of the Committee.

3. The Committee, then, took up for consideration the following draft Reports of the Committee:

i) Report on the subject 'Mahatma Gandhi National Rural Employment Guarantee Act and Empowerment of Women in Rural Areas'

ii) X X X X X X

4. After some deliberations, the Committee adopted the draft Reports without any change and authorised the Chairperson to finalise the Reports and present the same to the Parliament.

*The Committee then adjourned.*