

**STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ  
(2023-2024)**

**37**

**SEVENTEENTH LOK SABHA**

**MINISTRY OF RURAL DEVELOPMENT  
(DEPARTMENT OF RURAL DEVELOPMENT)**

**RURAL EMPLOYMENT THROUGH MAHATMA GANDHI NATIONAL RURAL  
EMPLOYMENT GUARANTEE ACT (MGNREGA) – AN INSIGHT INTO WAGE RATES AND  
OTHER MATTERS RELATING THERETO**

**THIRTY SEVENTH REPORT**



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NEW DELHI**

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Presented to Lok Sabha on 08.02.2024

Laid in Rajya Sabha on 08.02.2024



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*February, 2024/Magha, 1945 (Saka)*

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**COMPOSITION OF THE STANDING COMMITTEE ON RURAL DEVELOPMENT AND  
PANCHAYATI RAJ  
(2023-2024)**

**Smt. Kanimozhi Karunanidhi -- Chairperson  
Lok Sabha Members**

2. Shri Sisir Kumar Adhikari
3. Shri A.K.P Chinraj
4. Shri Rajveer Diler
5. Shri Vijay Kumar Dubey
6. Shri Sukhbir Singh Jaunapuria
7. Dr. Mohammad Jawed
8. Prof. Rita Bahuguna Joshi
9. Shri Nalin Kumar Kateel
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11. Ms. S. Jothi Mani
12. Shri Janardan Mishra
13. Shri B.Y. Raghavendra
14. Dr. Talari Rangaiah
15. Smt. Gitaben Vajesingbhai Rathva
16. Smt. Mala Rajya Laxmi Shah
17. Shri Vivek Narayan Shejwalkar
18. Shri Arjun Singh
19. Shri Brijbhushan Sharan Singh
20. Dr. Alok Kumar Suman
21. Smt. Dimple Yadav

**Rajya Sabha Members**

22. Shri M. Mohamed Abdulla
23. Dr. Dharmasthala Veerendra Heggade
24. Shri Iranna Kadadi
25. Smt. Ranjeet Ranjan
26. Shri Naranbhai J. Rathwa
27. Shri Ram Shakal
28. Shri Bashistha Narain Singh
29. Shri Ajay Pratap Singh
30. Shri Desai Babubhai Jesangbhai
31. Shri Samirul Islam

**SECRETARIAT**

- |                            |   |                   |
|----------------------------|---|-------------------|
| 1. Shri D.R. Shekhar       | - | Joint Secretary   |
| 2. Shri C. Kalyanasundaram | - | Director          |
| 3. Shri Vinay P. Barwa     | - | Deputy Secretary  |
| 4. Shri Inam Ahmed         | - | Executive Officer |

## **INTRODUCTION**

I, the Chairperson (Acting) of the Standing Committee on Rural Development & Panchayati Raj (2023-2024) having been authorised by the Committee (as per Rule 277(3) of Procedure and Conduct of Business in Lok Sabha) to submit the Report on their behalf, present the Thirty-Seventh Report on 'Rural Employment through Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) – An insight into wage rates and other matters relating thereto' of the Ministry of Rural Development (Department of Rural Development).

2. The Committee took oral evidence of the representatives of the Ministry of Rural Development (Department of Rural Development), Non-Government Organizations, experts and other stakeholders at their sittings held on 13 June and 19 October, 2023.

3. The Report was considered and adopted by the Committee at their sitting held on 07 February, 2024.

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

5. The Committee would also like to place on record their deep sense of appreciation for the invaluable assistance rendered to them by the officials of Lok Sabha Secretariat attached to the Committee.

**NEW DELHI**  
**07 February, 2024**  
**18 Magha, 1945 (Saka)**

**JANARDAN MISHRA**  
***Acting Chairperson***  
**Standing Committee on Rural Development &**  
**Panchayati Raj**

## **REPORT**

# **RURAL EMPLOYMENT THROUGH MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE ACT (MGNREGA) – AN INSIGHT INTO WAGE RATES AND OTHER MATTERS RELATING THERETO**

## **PART – I**

### **NARRATION ANALYSIS**

#### **CHAPTER I**

##### **MGNREGA – Brief and Ingredients**

###### **A. Introduction**

1.1 Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005 was notified on September 7, 2005.

It has been implemented by the Ministry of Rural Development from 2nd February 2006. This Act initially covered 200 most backward districts of the country and was further implemented in an additional 130 districts in Phase II, during 2007-2008. The Act was notified in the remaining rural districts of the country from April 1, 2008 in Phase III. All rural districts are covered under Mahatma Gandhi NREGA (except Chandigarh and Delhi).

The proposed legislation constitutes a pioneering endeavour to secure wage employment for the poor households in the rural areas as a guaranteed entitlement on this scale. It takes into account the experience gained under the Employment Guarantee Scheme in Maharashtra.

Ensuring rural employment and creation of gainful livelihood opportunities is one of the basic parameters of rural development. Mahatma Gandhi NREGS plays a pivotal role in providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. It proved as the life saver for the rural people migrated back to their villages during the Covid-19 outbreak. Since its adoption in 2005 till date, around 4300 crore persondays has been generated.

## **B. Salient Features of the Legislation**

1.2 Among others, the key features of the Act are as under:-

- i. The objective of the legislation is to enhance the livelihood security of the poor households in rural areas of the country by providing at least one hundred days of guaranteed wage employment to every poor household whose adult members volunteer to do unskilled manual work.
- ii. The one hundred days of employment under the legislation will be provided at the wage rate to be specified by the Central Government for the purpose of this legislation. Until such time a wage rate is specified by the Central Government for an area, the minimum wage rate fixed by the State Government under the Minimum Wages Act, 1948 for agricultural labourers shall be considered as the wage rate applicable to that area.
- iii. If an eligible applicant is not provided work as per the provisions of this legislation within the prescribed time limit, it will be obligatory on the part of the State Government to pay unemployment allowance at the prescribed rate.
- iv. Right based Framework
  - A. Right to demand work – at least 100 days by a rural household
  - B. Right to employment - within 15 days of application, else unemployment allowance
  - C. Right to wages - within 15 days else delay compensation
- v. Labour Intensive Works
  - A. 60:40 wage and material ratio for works at district level
  - B. No contractors or labour displacing machinery allowed
- vi. Decentralized Planning
- vii. Principal role of Gram Panchayat in planning and implementation
- viii. Gram Sabha to recommend works
- ix. Worksite facilities
- x. Crèche, drinking water, first aid and shade provided at worksites
- xi. Women empowerment
  - A. Priority shall be given for at least one-third of beneficiaries should be women



xii. Transparency & Accountability

A. Social Audits, Citizen Information Boards, Grievance Redressal Mechanism, Ombudsman

B. GeoMGNREGA- Geo tagging of Assets (3 stage)

1.3 Elaborating further on the salient features of the Act during the course of evidence, the Joint Secretary, DoRD submitted before the committee as below:

“Just to give the background of the salient features of the Act, it has a right based framework. People have the right to demand work for at least 100 days. There is right to employment within 15 days and if wages are delayed, then they have a right to get delay compensation within 15 days. It is mainly labour intensive work with 60:40 wage to material ratio and no contractors or labour displacing machinery are allowed. The planning is decentralised where works are recommended at the Gram Sabha level and they are approved from bottom to top. There are work site facilities which need to be provided, like creche, drinking water, first aid, and shade. Women empowerment is a major component. The priority is that at least one-third of beneficiaries should be women. Right now, we have almost 59 per cent women working in MGNREGA.

Transparency and accountability are enforced through various methods, including social audits, citizen information boards, grievance redressal mechanism, and ombudsman. Recently, application of lots of technological measures were done, including Geo MGNREGA, which is geo tagging of assets.”

## **CHAPTER II**

### **Funding Pattern and the Performance of the Scheme**

#### **A. Funding Pattern**

2.1 Section 22 of the MGNREG Act, 2005 provisions as under:-

(1) Subject to the rules as may be made by the Central Government in this behalf, the Central Government shall meet the cost of the following, namely:-

- (a) the amount required for payment of wages for unskilled manual work under the Scheme;
- (b) up to three-fourths of the material cost of the scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;
- (c) such percentage of the total cost of the scheme as may be determined by the Central Government towards the administrative expenses, which may include the salary and allowances of the Programme Officers and their supporting staff, the administrative expenses of the Central Council, facilities to be provided under Schedule II and such other item as may be decided by the Central Government.

(2) The State Government shall meet the cost of the following, namely:-

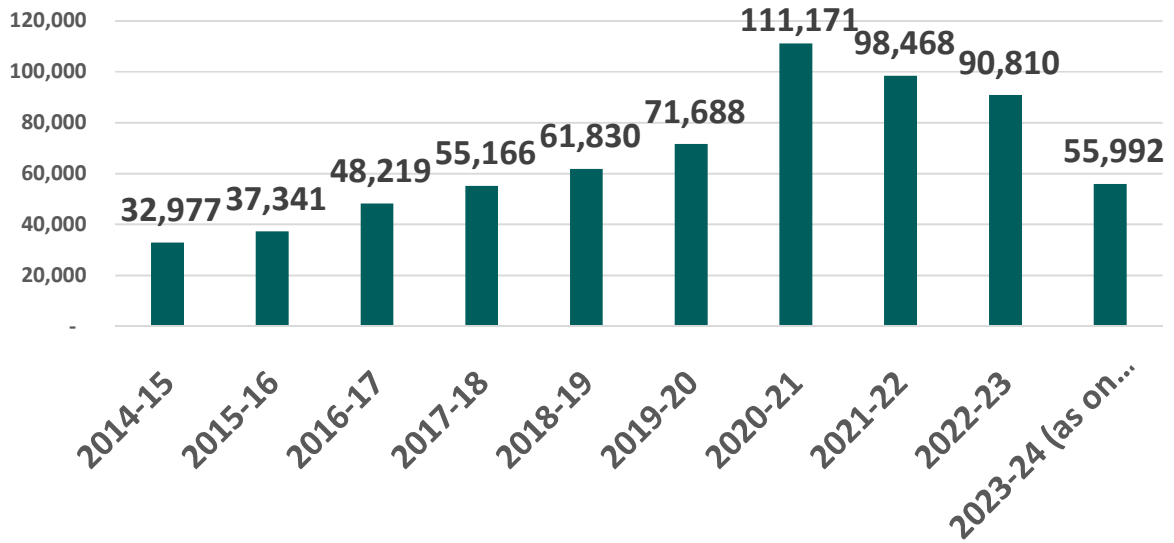
- (a) the cost of unemployment allowance payable under the scheme;
- (b) one-fourth of the material cost of the scheme including payment of wages to skilled and semi-skilled workers subject to the provisions of Schedule II;
- (c) the administrative expenses of the State Council.

#### **B. Current Performance of the Scheme**

2.2 Physical and financial progress of the scheme

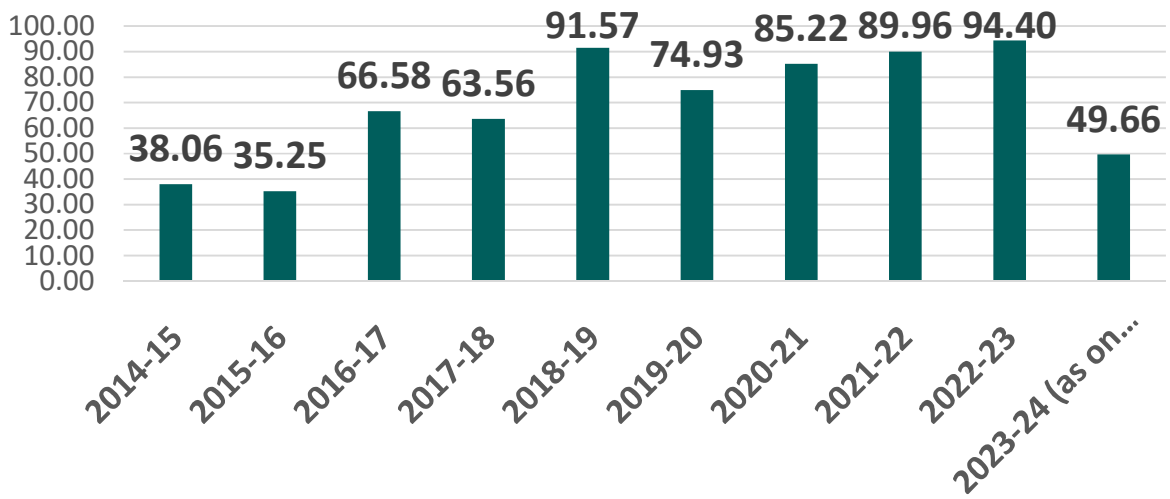
Achievements			
#	Indicator	FY 2022-23	FY 2023-24 (as on 13.10.2023)
1.	“Agreed To Labour” Budget	285.33	230.71 crore
2.	Person-days Generated	293.95	191.63 crore
3.	Number of Completed Works	94.40 lakh	49.66 lakh
4.	% of Individual Works (category B)	61.1	60.52
5.	% of expenditure on NRM works in MWC Blocks	65.81	33.85
6.	% of expenditure on Agriculture & Agri-allied works	69.82	36.23

### Financial Progress



Achievement						
Sl. No.	Indicator	2019-20	2020-21	2021-22	2022-23	2023-24 (as on 13.10.23)
1	Person-days generated (in crore)	265.35	389.09	363.19	293.95	191.63
2	Average person-days per household	48.4	51.52	50.07	47.84	38.80
3	Women participation rate (% age)	54.78	53.19	54.82	57.41	59.26

### Work completed (in lakh)



**Major Category of Work-wise Abstract since Inception**

SL. No.	NAME OF MAJOR CATEGORY OF WORK	2014-15 TO 2023-24 (3 <sup>rd</sup> October 2023)		SINCE INCEPTION (3 <sup>rd</sup> October 2023)	
		Number of works (in lakh)	Expenditure (in Rs. Crore)	Number of works (in lakh)	Expenditure (in Rs. Crore)
1	NRM	266.13	4,18,468	357.56	4,91,719
2	All Plantation	68.05	54,149	80.19	61,669
3	Horticulture	24.98	18,689	26.95	19,610
4	Silvipasture Grassland Dev.	0.80	732	0.91	750
5	Farm Pond	29.36	31,379	39.38	38,363
6	Check Dam	7.71	30,788	12.94	37,916
7	DugWell	9.13	18,546	12.02	22,030
8	Trenches	8.17	32,321	10.62	35,875
9	Goat Shed	3.67	2,679	3.70	2,704
10	Cattle Shed	15.86	12,987	15.97	13,075
11	Vermi -NADEP & Compost pit	16.60	4,454	17.59	4,753
12	Soak Pit	31.78	2,562	31.81	2,574
13	Food Grain Storage Structure	0.84	1,497	1.03	1,626
14	Play Ground	0.82	2,457	0.82	2,474
15	Ren. of Trad. Water Bodies	10.53	48,287	17.14	60,887
16	Water Con. & Water Harvest.	38.85	1,27,436	57.61	1,51,401
17	Individual works	434.59	1,51,420	463.94	1,60,727
18	Rural Connectivity	38.38	1,30,021	64.99	1,84,608
19	Anganwadi Centres	1.06	5,796	1.06	5,801

\* The expenditure shown above is the total expenditure of all major assets(Asset created & Ongoing works ) and the number reflects the Assets created only.

**Other Key Performance under Mahatma Gandhi NREGS:**

**i. Geo-tagging of the Assets:** GeoMGNREGA Phase-I was rolled out on 1st September 2016 for geo-tagging of all completed works which started before 1st November, 2017, under Mahatma Gandhi NREGA. GeoMGNREGA Phase-II was rolled out on 01.11.2017 and under this phase, the geo-tagging of assets is carried out in three

stages viz. before initiation of work, during the work and after completion of work. More than **5.39** crore assets have been geo-tagged (as on 04.10.2023) and made available in the public domain.

**ii. Mandatory expenditure on Agriculture and allied activities:** As per provision of the Act, the District Programme Coordinator (DPC) shall ensure that at least 60% of the works to be taken up in a district in terms of cost shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and tress.

**iii. e-Payments:** e-payments are done under Mahatma Gandhi NREGS using National Electronic Fund Management System (**Ne-FMS**)/ Electronic Fund Management System (e-FMS). So far, total expenditure through NeFMS/e-FMS is **99.97%**.

**iv. NeFMS and Direct Benefit Transfer (DBT) -** Under the Mahatma Gandhi NREGS, more than **99%** wage seekers are receiving their wage directly into their bank accounts. It is a big step towards transparency.

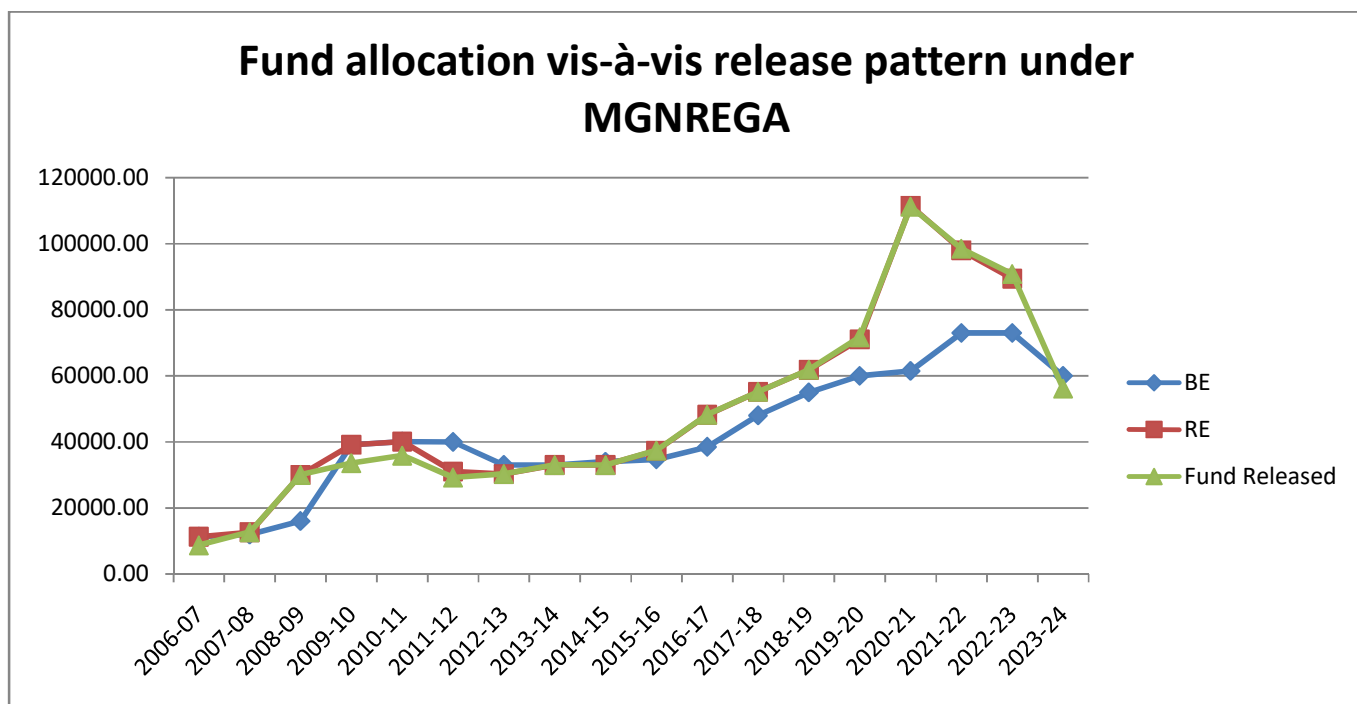
**v. Aadhaar Payment Bridge System (APBS):** A total of **13.96 crore** Aadhaar seeded in NREGASoft which is **97.63%** of total Active workers (**14.30** crore). A total of **12.10** crore active workers have been linked to Aadhaar Payment Bridge System (APBS).

2.3 **Budget Allocation and Release:** The Budget/Revised Estimates and Fund released under Mahatma Gandhi NREGA since its inception are as under:

S. No.	Year	Budget Estimate	Revised Estimate	Fund released
1	2006-07	11,300.00	11,300.00	8,694.25
2	2007-08	12,000.00	12,661.22	12,661.22
3	2008-09	16,000.00	30,000.19	30,000.19
4	2009-10	39,100.00	39,100.00	33,539.38
5	2010-11	40,100.00	40,100.00	35,841.49
6	2011-12	40,000.00	31,000.00	29,215.05
7	2012-13	33,000.00	30,287.00	30,274.69
8	2013-14	33,000.00	33,000.00	32,994.12
9	2014-15	34,000.00	33,000.00	32,977.43
10	2015-16	34,699.00	37,345.95	37,340.72
11	2016-17	38,500.00	48,220.26	48,219.05
12	2017-18	48,000.00	55,167.06	55,166.06

13	2018-19	55,000.00	61,830.09	61,829.55
14	2019-20	60,000.00	71,001.81	71,687.71
15	2020-21	61,500.00	1,11,500.00	1,11,170.86
16	2021-22	73,000.00	98,000.00	98,467.85
17	2022-23	73,000.00	89,400.00	90,810.00
18	2023-24	60,000.00	-	56,105.69*

(\*as on 04.10.2023)



2.4 State/UT-wise details of funds released under Mahatma Gandhi NREGS during the financial years from 2006-07 to 2015-16 is produced at Annexure IV. For the period 2016-17 to the current financial year 2023-24 (as on 09.11.2023) the details are given below:-

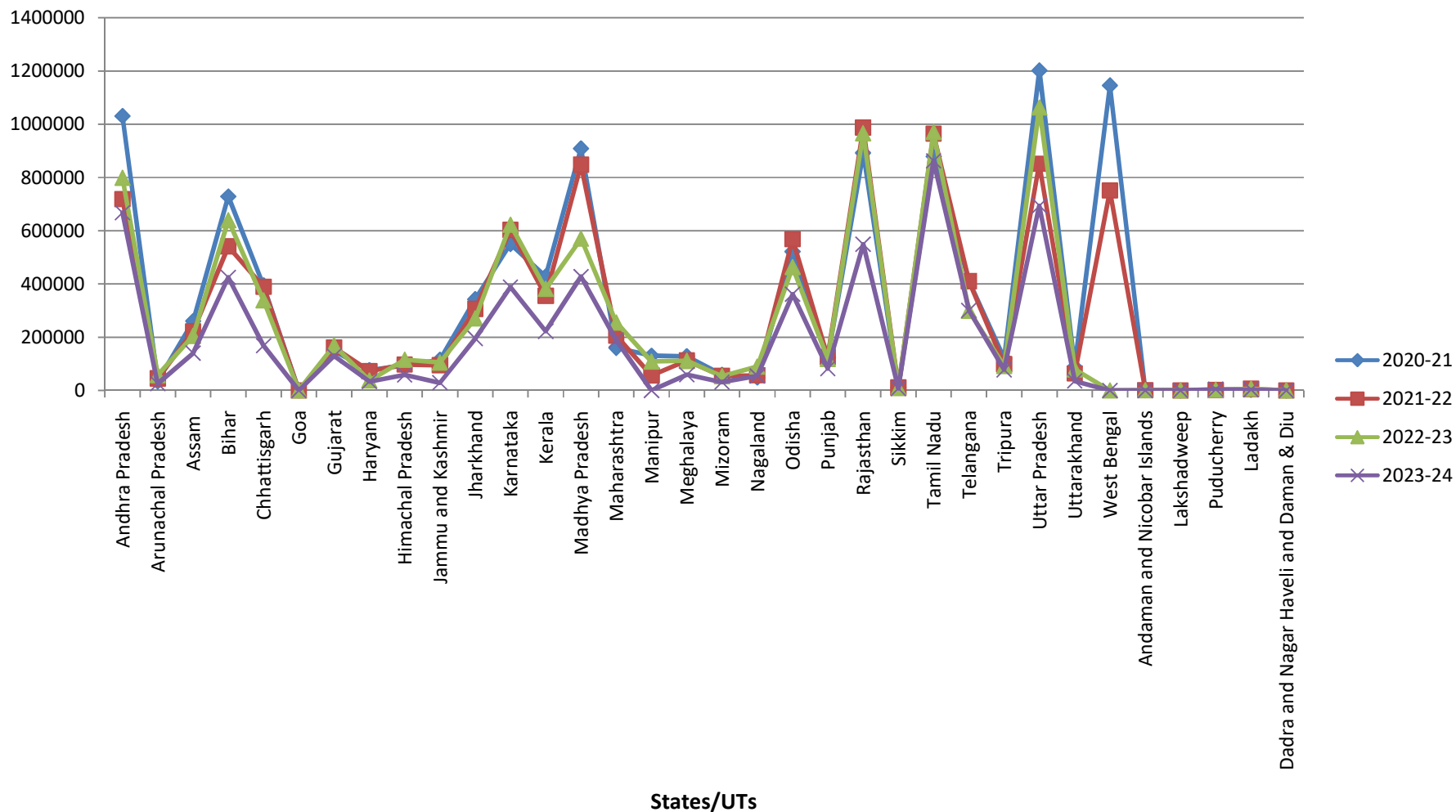
Sl. No.	States/UTs	2016-17	2017-18	2018-19	2019-20
1	Andhra Pradesh	394021.19	512763.00	657110.67	720472.46
2	Arunachal Pradesh	15675.99	20679.65	19800.64	21020.01
3	Assam	125459.79	112366.54	103097.37	168752.49
4	Bihar	166740.56	246888.44	281936.01	325093.78
5	Chhattisgarh	223193.55	289885.21	289476.07	264031.92
6	Goa	425.85	56.05	48.83	216.76
7	Gujarat	64323.81	82505.07	102449.67	74758.23
8	Haryana	28771.33	30140.64	34829.10	33812.58
9	Himachal Pradesh	38860.83	58684.46	75090.72	59748.12
10	Jammu and Kashmir	80408.52	125417.69	79334.12	118370.31
11	Jharkhand	167914.17	135264.57	149989.63	127292.89
12	Karnataka	225864.88	295632.54	297813.10	546271.17
13	Kerala	158248.96	185406.40	234048.78	352016.95
14	Madhya Pradesh	344891.62	376889.92	452909.74	471894.15
15	Maharashtra	165708.93	185828.74	194892.31	167066.42
16	Manipur	34370.41	15778.89	28698.66	61074.66
17	Meghalaya	86069.23	87060.44	78903.38	102443.59
18	Mizoram	14451.26	20081.04	39783.58	52507.57
19	Nagaland	50152.80	110492.88	19322.98	33044.70
20	Odisha	189526.84	219834.66	216328.30	243278.38
21	Punjab	49073.46	61895.86	57826.49	74886.26
22	Rajasthan	481816.86	472828.41	524471.10	726747.87
23	Sikkim	13262.56	10571.15	9586.17	8269.34
24	Tamil Nadu	455277.91	583166.13	488286.16	555969.31
25	Telangana	180684.74	253920.33	295817.48	222132.13
26	Tripura	101629.14	40440.50	43543.49	73113.77
27	Uttar Pradesh	391584.94	369177.65	530494.79	601701.90
28	Uttarakhand	51435.08	71685.06	59004.61	45580.30
29	West Bengal	537722.79	592702.95	718525.61	850761.08
30	Andaman and Nicobar Islands	801.40	966.07	761.93	583.78
31	Lakshadweep	0.00	26.71	15.97	23.82
32	Puducherry	346.92	1569.03	1461.29	1691.87
33	Ladakh	0.00	0.00	0.00	0.00
34	Dadra and Nagar Haveli	0.00	0.00	484.00	0.00

	Daman & Diu	0.00	0.00	0.00	0.00
	Total	4838716.30	5570606.67	6086142.75	7104628.56

	States/UTs	2020-21	2021-22	2022-23	2023-24 (as on 09.11.2023)
1	Andhra Pradesh	1030509.79	718267.16	798909.30	668360.26
2	Arunachal Pradesh	34027.69	45374.43	57757.99	26036.15
3	Assam	260233.46	222026.01	205234.84	140102.88
4	Bihar	728423.57	540736.96	639528.76	424671.94
5	Chhattisgarh	394347.98	389433.98	338355.40	168466.64
6	Goa	356.91	3.81	511.53	34.55
7	Gujarat	147812.01	161524.32	169207.36	129955.73
8	Haryana	76355.62	72267.99	37398.62	33605.19
9	Himachal Pradesh	94833.37	97575.08	115747.62	58227.70
10	Jammu and Kashmir	115231.99	95013.74	105061.12	29185.07
11	Jharkhand	342408.42	306382.91	270863.73	195438.30
12	Karnataka	550099.46	602807.73	622528.20	388529.68
13	Kerala	428677.68	355193.00	381842.70	222571.93
14	Madhya Pradesh	908672.51	847908.76	570213.49	427552.82
15	Maharashtra	160025.70	205645.71	254973.07	189438.72
16	Manipur	130673.85	56310.74	108663.26	0.00
17	Meghalaya	128416.59	112166.07	111691.95	59372.02
18	Mizoram	59045.38	54891.55	53871.87	31564.25
19	Nagaland	48382.14	56945.51	89744.90	54603.91
20	Odisha	521529.26	568015.17	463836.25	362052.57
21	Punjab	123913.55	125759.36	118213.27	82078.17
22	Rajasthan	892076.25	986774.85	966299.14	549192.90
23	Sikkim	11016.55	11241.97	9255.39	8116.92
24	Tamil Nadu	878881.54	963813.22	970662.48	862326.67
25	Telangana	411121.10	410519.85	298868.14	300323.23
26	Tripura	119498.53	98888.29	92203.45	78016.74
27	Uttar Pradesh	1201410.42	850956.51	1062900.83	693770.87
28	Uttarakhand	88626.63	64203.24	79284.44	35357.14
29	West Bengal	1145405.21	750780.15	0.00	0.00
30	Andaman and Nicobar Islands	485.89	763.16	960.42	0.00
31	Lakshadweep	0.00	30.05	0.00	0.00
32	Puducherry	2683.69	1307.28	2494.55	4566.73
33	Ladakh	2248.57	5904.39	6893.31	3139.79
34	Dadra and Nagar Haveli	0.00	0.00	161.87	136.29
	Daman & Diu	0.00			
	Total	11037431.31	9779432.94	9004139.24	6226795.77



### Fund Allocation - States/UTs wise



2.5 Detailing about the financial achievements made during the ongoing year the JS, DoRD, during the course of evidence, submitted as below:

“Coming to achievements, we have in financial year 2023-24 approved labour budget which we call ‘agreed to labour’ budget of Rs. 230.71 crore.

This slide is about the financials of the scheme in the last few years. This year, we have already Central release of Rs. 55,992 crore. Last year, it was Rs.90,810 crore. The peak which we can see is during the COVID year of 2021, which was Rs. 1,11,171 crore. It is decreasing after the COVID.”

2.6 When asked about the details of the budgetary expenditure for the current financial year regarding MGNREGA vis-a-vis expenditure till date, amount remaining and the RE to be proposed, DoRD in their written submission have submitted as below:-

“Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS) is a demand-driven wage employment Scheme. There is an allocation of Rs. 60,000 crore at Budget Estimate (BE) stage under Mahatma Gandhi NREGS for the financial year 2023 – 24.

The Ministry has released Rs. 56,423.38 crore during the current financial year 2023-24 (as on 13.10.2023) and balance amount of Rs. 3576.62 crore is with the Ministry of Rural Development.

Ministry of Rural Development has proposed an amount of Rs.1,10,000 crore as a Revised Estimate (RE) stage from Ministry of Finance for implementation of the Mahatma Gandhi NREG Scheme for the current financial year 2023-24.”

2.7 On being enquired about the revised estimates proposed by DoRD for MGNREGA during the current Financial Year and to justify the hike sought under the scheme, the DoRD have stated as below:-

“During the current financial year 2023-24, there is a budget allocation of Rs.60,000 crore for implementation of Mahatma Gandhi NREGA. Further, an amount of Rs.1,10,000 crore has been proposed at RE stage for financial year 2023-24.

Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS) is a demand driven wage employment scheme. During the current Financial Year, Labour Budget of 238.01 crore persondays have been approved against which 215.73 crore persondays has already been generated so far. This agreed Labour Budget is subject to further upward revision. As per the Mahatma Gandhi NREGA Act, it is a liability on Central Government to make 100% wage payment within 15 days of work done.

With the current pace of persondays generation against demand for wage employment, an amount of Rs.50,000 crore has been anticipated as additional fund in RE 2023-24 over and above B.E. of Rs.60,000 crore.”

2.8 On the aspect of ongoing physical achievement of the scheme the JS, DoRD during the course of evidence stated as under:

“The persondays generation is 191 crore. If we see the pattern, it is decreasing since 2021 although it is higher than the pre-COVID level. Right now, it is 191.63crore. The average persondays per household right now is 38.80 crore. Although it hovers around 50 per cent. The women participation is steadily increasing. It is 59.26 crore this year. So, it is a major improvement from 2021onwards.”

2.9 Replying to the query about the limitation of budget under MGNREGA at this juncture and the plan of DoRD to calculate the Budget Estimate for next Financial Year to ward off the fiscal limitations, if any, faced this year, the Department submitted as following:-

“The Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), 2005, is an Act to provide 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.

As per the provision of the Act, States/UTs send their proposal of annual action plan after following due process, to Central Government. An Empowered Committee under the chairpersonship of Secretary (Rural Development) decides the projected Labour Budget in consultation with State Government for the new financial year. This “Agreed to LB” is an indicative number for better planning so that work can be provided against demand on time. The Ministry also does periodic revision of the “Agreed to” Labour Budget in consultation with States/UTs as per their demand and performance so as to provide work in time to every wage seeker on demand for work.

Mahatma Gandhi NREGS is a demand driven wage employment Scheme and funds are released to the States/UTs on the basis of "agreed to" Labour Budget and performance of the States during the financial year.

The Ministry seeks additional funds from Ministry of Finance as and when required for meeting the demand for work on the ground.”

## **CHAPTER III**

### **Wages under MGNREGA**

#### **3.1 Section 6 of the Act provides as under:-**

(1) Notwithstanding anything contained in the Minimum Wages Act, 1948 (11 of 1948), the Central Government may, by notification, specify the wage rate for the purposes of this Act:

Provided that different rates of wages may be specified for different areas:

Provided further that the wage rate specified from time to time under any such notification shall not be at a rate less than sixty rupees per day.

(2) Until such time as a wage rate is fixed by the Central Government in respect of any area in a State, the minimum wage fixed by the State Government under section 3 of the Minimum Wages Act, 1948 (11 of 1948) for agricultural labourers, shall be considered as the wage rate applicable to that area.

#### **3.2 Wage rate:**

- i. Central Government follows Section 6 (1) of the Act and notifies wage rate for each financial year.
- ii. Accounts of Mahatma Gandhi NREGA workers are opened in banks/post offices, as per the convenience of workers and wages credited into the bank/post office accounts as the case may be. No cash payment of wages shall be made unless specifically allowed by the Government of India.
- iii. The State Government shall link the wages, without any gender bias, with the quantity of work done. It shall be paid, fixed after time and motion studies for different types of work and different seasons, and revised periodically. The schedule of rates of wages for various unskilled labourers is fixed so that an adult person who has worked for eight hours, including an hour of rest, will earn a wage equal to the stipulated wage rate.”

State/UT-wise notified wage rates (in Rs.) for unskilled workers under Mahatma Gandhi  
NREGA in financial year 2023-24.

Sl. No.	State/UT	2023-24
1	Andhra Pradesh	272
2	Arunachal Pradesh	224
3	Assam	238
4	Bihar	228
5	Chhattisgarh	221
6	Goa	322
7	Gujarat	256
8	Haryana	357
9	Himachal Pradesh Non-Scheduled Areas	224
9(a)	Himachal Pradesh Scheduled Areas	280
10	Jammu and Kashmir	244
11	Ladakh	244
12	Jharkhand	228
13	Karnataka	316
14	Kerala	333
15	Madhya Pradesh	221
16	Maharashtra	273
17	Manipur	260
18	Meghalaya	238
19	Mizoram	249
20	Nagaland	224
21	Odisha	237
22	Punjab	303
23	Rajasthan	255
24	Sikkim	236
24 (a)	Sikkim (3 Gram Panchayats named Gnathang, Lachung and Lachen)	354
25	Tamil Nadu	294
26	Telangana	272
27	Tripura	226
28	Uttar Pradesh	230
29	Uttarakhand	230
30	West Bengal	237
31	Andaman	311
31(a)	Nicobar	328
32	Dadra and Nagar Haveli and Daman and Diu	297
33	Lakshadweep	304
34	Puducherry	294

3.3 During the course of evidence, the representative of DoRD (MoRD), on the issue of indexation and wage rate determination stated as under:

“Keeping the direction given by the Parliament as per the Act in view, finally the Government of India has taken a call in 2010 and from 2011-12, we have decided to have consumer price index or agricultural labourers as an index for wage rate determination. At the time of deciding this index, it was decided that the minimum wage rate which is prevailing at that time or Rs. 100, whichever is the maximum, should be the base. So, the base wage rate was determined accordingly. To mitigate the cost of living, the CPI-AL has been taken for indexation. This is a cent decision and it is continuing even today. Every year, we are notifying wage rate in March for the next year.”

3.4 Further, the representative also deposed as below:

“Different States have different wage rates. There is a reason for it because CPI-AL is different for different States.”

3.5 The Secretary, DoRD also elaborated as under:

“The base line varies from State to State. The base line is the one which was determined in 2010 in the beginning as Rs. 100 or the minimum wage prevailing in the State, whichever was higher and on that, we just make increases based on the CPI-AL. That is the system.”

3.6 On the issue of wage enhancement the Secretary, DoRD further clarified as mentioned below:

“With regard to the wage enhancement, as we have mentioned in the presentation also, up till now the decision is that there was a base rate which was decided in 2010. After that, there have been annual enhancements on the basis of the CPIAL. As of now, at this point, there is no other mechanism that we are following. Whatever suggestions have been given here in this regard, we will bring them to the notice of the Government, examine them and see what best can be done about them.”

3.7 Elaborating the details of the methods employed in the calculation of wage rates for the MGNREGA beneficiaries notified at the start of each financial year, DoRD in their written reply furnished as under:-

“Under Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), the wage rate for beneficiaries of Mahatma Gandhi NREG Scheme is revised annually, based on the change in Consumer Price Index for Agricultural Labour (CPI-AL) published by Labour

Bureau, Ministry of Labour & Employment for States/UTs. The wage rate for States/UTs is made applicable from 1<sup>st</sup> April of each Financial Year. The formula for calculation of wage rate of Mahatma Gandhi NREGA beneficiary is produced below:

**Proposed Wage Rate (For current FY) with effect from 1<sup>st</sup> April, current year)**

$$= \frac{\text{(Wage Rate previous year) x (100 + A)}}{100}$$

**Percentage (%) change in CPI-AL from Previous to previous year to previous year**

$$=A= \frac{[\text{CPI (AL) previous year} - \text{CPI (AL) previous to previous year}] \times 100}{\text{CPI (AL) previous to previous year}}$$

3.8 On the major aspect of fixation of wage rates the Joint Secretary, DoRD during the course of evidence deposited before the committee as produced below:

“Section 6(1) of MGNREGA Act provides for specifying the wage rate of beneficiaries. Under section 6(2), in 2010-11, we have fixed the minimum wages to be NREGA wages. Since 2006 to 2010-11, minimum wages were the criteria of NREGA wages. From 2011-12 onwards, the Government has started determining the wage rate using the Consumer Price Index for agricultural labourer which is calculated by the Labour Department. So, we have fixed the minimum wages base rate of 2010-11 as the base rate, and after that, applying the index of CPI-AL, we have been increasing the wage rate year by year. While laying the basis for this wage rate fixation in FY 2011-12, it was decided that NREGA wage rate as prevailing on 1st April 2009 or Rs. 100 whichever is more, will be capped at base rate. That base rate was fixed. After that every Financial Year, we apply the CPI-AL index and increase the wage rates. So, basically, the inflation is being accounted for based on the base rate of 2009. It is calculated every year and implemented from 1st April every year. We notify the wage rate before the 1st of April. This year also, we have revised the wage rates and notified them for 2023-24.”

3.9 The Secretary further elaborated on the usage of CPI-AL during the course of evidence as stated below:

“As we have mentioned earlier also, enhancement in wage rate is done using the CPI-AL as the enhancement index. We agree that they are not commensurate with the market rates. The Mahendra Dev Committee

and the Nagesh Singh Committee have mentioned it. In the Mahendra Dev Committee, the recommendation was that the base rate which was decided in 2010 be kept and the enhancements be made keeping the CPI Rural as the enhancement index.

It does not make much difference. Whether we take CPIAL or CPIRL, it does not make much difference. One thing which does make difference is the base rate. That should be revised periodically. But it has not happened. A conscious decision has been taken so far not to do that.”

3.10 On seeking the reasons for the year-wise increase/decrease or stagnation in the wage rates under MGNREGA since the implementation of scheme along with the reasons for the change in the wage rates year to year, DoRD have stated as below:-

“As per Section 6 (1) of Mahatma Gandhi National Rural Employment Guarantee Act, 2005, Central Govt. may, by notification, specify the separate wage rate for the beneficiary of the Mahatma Gandhi NREGA. The rate is revised on the basis of Consumer Price Index for Agricultural Labour (CPI-AL).

For protecting the wage against the inflection it has been decided to index the wage rate notified under Mahatma Gandhi NREGA to the Consumer Price Index for Agricultural Labour (CPI-AL) while maintaining the distinction between the notified wage rate under the Mahatma Gandhi NREGA and the minimum wage Act.

Government of India has notified the wage rate under Mahatma Gandhi NREGA vide Gazette Notification S.O. 82(E) dated 14th January, 2011 in exercise of the power conferred by Section 6(1) of Mahatma Gandhi NREG Act, using CPI-AL as index and kept the wage rates as these obtained on 1st April, 2009 or Rs.100 whichever is more as the base for indexation for the States.

Further, in consultation with Ministry of Finance, it has been decided that 1<sup>st</sup> April could be chosen over 1st January because 1st April marks the beginning of the financial year and would make annual accounting and budgeting exercise easier.”

3.11 When asked to bring out the difference of wage rates on being fixed using ongoing CPI-AL and CPI-Rural for current financial year, the DoRD have provided the following tabular data:-



Mahatma Gandhi NREGA : Indexation of Wage rate - 2023-24			
Sl. No.	Name of the State	Wage Rate as per CPI-AL for FY 2023-24	Wage Rate as per CPI-R for FY 2023-24
	(1)	(2)	(3)
1	ANDHRA PRADESH	272	274
2	ARUNACHAL PRADESH	224	229
3	ASSAM	238	242
4	BIHAR	228	220
5	CHHATTISGARH	221	209
6	GOA	322	324
7	GUJARAT	256	253
8	HARYANA	357	353
9	HIMACHAL PRADESH - Non Scheduled Area	224	220
9(a)	HIMACHAL PRADESH - Scheduled Area	280	275
10	JAMMU AND KASHMIR	244	239
11	Ladakh	244	239
12	JHARKHAND	228	222
13	KARNATAKA	316	322
14	KERALA	333	329
15	MADHYA PRADESH	221	219
16	MAHARASHTRA	273	271
17	MANIPUR	260	252
18	MEGHALAYA	238	237
19	MIZORAM	249	265
20	NAGALAND	224	226
21	ODISHA	237	231
22	PUNJAB	303	300
23	RAJASTHAN	255	246
24	SIKKIM	236	235
24(a)	SIKKIM ( 3 GPs of high altitude namely Gnathang, Lachung &Lachen)	354	353
25	TAMIL NADU	294	296
26	TELANGANA	272	279
27	TRIPURA	226	222
28	UTTAR PRADESH	230	228
29	UTTARAKHAND	230	226
30	WEST BENGAL	237	236
31	ANDAMAN DISCTRICT	311	305
31(a)	NICOBAR DISCTRICT	328	321
32	DADRA AND NAGAR HAVELI AND DAMAN	297	288

	AND DIU		
33	LAKSHADWEEP	304	296
34	PUDUCHERRY	294	297

3.12 On being asked about the synopsis of various committees and their recommendations on wage rates (calculation, revision), DoRD in their response submitted as produced below:

**“The recommendations of Mahendra Dev Committee:-**

- (i) the baseline for Mahatma Gandhi NREGA wage indexation from 2014 may be the current minimum wage rate for unskilled agricultural labourers fixed by the States under the Minimum Wage Act’ or the ‘current Mahatma Gandhi NREGA wage rate’, whichever is higher, and
- (ii) Consumer Price Index for Rural (CPI-Rural) may be considered as the appropriate index for protecting the wages against inflation and as such the CPI-Rural be adopted for revising wage rates every year under the Mahatma Gandhi National Rural Employment Act.

**The recommendation of Dr. Nagesh Singh Committee:-**

- (i) The Committee recommends using CPI-R in place of CPI-AL for revising Mahatma Gandhi NREGA wages, as the consumption basket of CPI-R is of more recent vintage than CPI-AL.
- (ii) The Committee recommends that the average of 12 calendar months of CPI-R for each State should be the basis for revision of Mahatma Gandhi NREGA Wages.
- (iii) This new indexation method should be applicable for Mahatma Gandhi NREGA wages to be effective from 01/04/2018.”

3.13 Asked about the views of DoRD regarding the current indexation of wage rates to cover the inflationary component, the current indexation and the plausible reasons for choosing the existing one instead of CPI-Rural along with the cause behind the prevalence of different wage rates under MGNREGA in different States/UTs , the DoRD have stated as under:-

“As per Section 6 (1) of Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), 2005, the Central Government may by notification specify the wage rate for unskilled work for its beneficiaries. Accordingly, the Ministry of Rural Development notifies Mahatma Gandhi NREGA wage rate for every financial year for States/UTs. To compensate the Mahatma Gandhi NREGA workers against inflation, the Ministry of Rural Development revises the wage rate every year based on change in Consumer Price

Index for Agricultural Labour (CPI-AL). The index is different for different States/UTs as notified by Labour Bureau, Shimla. If the calculated wage rate of any State/UT is coming lower than the wage rate of previous financial year, it is being protected by maintaining the previous financial year wage rate. The wage rate is made applicable from 1st April of each financial year. However State Governments can provide wage over and above the wage rate notified by the Central Government.

CPI-AL has been chosen at the time of initial fixation of wage rate to compensate the cost of living in rural Areas considering keeping in view the provision of section 6(2) wherein Agriculture labour has been referred.”

3.14 The opinion of DoRD in the scenario of change in base year (base 2010-11, i.e. Rs.100 capped)for the calculation of MGNREGA wage rates and the reasons for non-revision of base year for the calculation of wage rates have been expressed through their written replies as below:-

“The change in the base year may be considered after due consultation with stakeholders.”

3.15 When asked about the views of DoRD regarding notification of a unified wage rate across the country for ending the discrepancy in existing wage rates among the States/UTS, the DoRD have stated as produced below:-

“Wage rate is notified as per mandate of Government provided by Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), 2005.”

3.16 On the aspect of States paying over and above (top-up) the notified wage rate from their own exchequer, the DoRD have provided the List of States and extra amount being provided as below:-

“The following States are paying over and above (top-up) the notified wage rate under Mahatma Gandhi NREGS from their own exchequer.

Sl. No.	State	Wage Rate	Top-up wage provided by the State	Total
1a	Himachal Pradesh (Non- Scheduled Area)	224	16	240
1b	Himachal Pradesh (Scheduled Area)	280	14	294
2	Jharkhand	228	27	255
3	Odisha	237	115	352

## **CHAPTER IV**

### **Pendency in Wages and Materials**

4.1 DoRD was asked to provide the details of the wage and material liability as on date along with the reasons for the accrual of liabilities under wages and materials under MGNREGA (figures) as on date cumulatively for all the States/UTS. In their response, the department has submitted as under:

“Mahatma Gandhi NREGS is a demand driven wage employment scheme and funds are released to the States/UTs on the basis of "agreed to" Labour Budget (LB) and performance of the States/UTs during the financial year. Fund release to States/UTs is a continuous process and Central Government is committed in making funds available keeping in view the demand for work on the ground.

The funds release under Mahatma Gandhi NREGS is based on the provision of the Act and guidelines. As per the guidelines, the first installment of the first tranche is released in the first half of April after adjusting unspent balance available with the States and considering the pending liabilities, if any.

The 2<sup>nd</sup> Tranche is released on submission of proposal in the prescribed format by the State and subject to fulfillment of all the prescribed conditions. The proposal can be submitted after a State has utilized 75% percent of the total available funds. The funds can only be released after receipt of Audited UC and report of previous financial year.

State/UT-wise details of pending liabilities for wage component and material components under Mahatma Gandhi NREGS during the financial year 2023-24 (as on 20.11.2023) are given here.

State/UT-wise details of pending liabilities for wage component and material components under Mahatma Gandhi NREGS during the financial year 2023-24 (as on 20.11.2023) (Rs. in crore)			
Sl. No.	States/UTs	Pending liability (Wage)	Pending liability (Material)
1	Andhra Pradesh	64	197
2	Arunachal Pradesh	16	22
3	Assam	59	94
4	Bihar	70	295
5	Chhattisgarh	43	171
6	Goa	0.23	0
7	Gujarat	5	249
8	Haryana	12	27
9	Himachal Pradesh	10	69

10	Jammu & Kashmir	53	49
11	Jharkhand	59	130
12	Karnataka	119	328
13	Kerala	114	82
14	Ladakh	4	1
15	Madhya Pradesh	174	295
16	Maharashtra	73	291
17	Manipur	0	82
18	Meghalaya	19	72
19	Mizoram	23	0
20	Nagaland	4	90
21	Odisha	94	452
22	Punjab	14	73
23	Rajasthan	191	349
24	Sikkim	2	14
25	Tamil Nadu	223	125
26	Telangana	21	325
27	Tripura	5	21
28	Uttar Pradesh	285	869
29	Uttarakhand	27	44
30	Andaman & Nicobar	0	0.56
31	Lakshadweep	0	0.01
32	Puducherry	2	0.003
33	Dadra & Nagar Haveli & Daman & Diu	0	0.0005

4.2 On being asked about the plan of DoRD to meet the pendency in wages and materials through the remaining funds for the current Financial Year, the following reply was submitted:

“Mahatma Gandhi NREGS is a demand driven wage employment scheme and funds are released to the States/UTs on the basis of "agreed to" Labour Budget (LB) and performance of the States/UTs during the financial year. Fund release to States/UTs is a continuous process and Central Government is committed in making funds available keeping in view the demand for work on the ground. The Ministry seeks additional funds from Ministry of Finance as and when required for meeting the demand for work on the ground.”

4.3 On the issue of delay in payment due to shortage of finances the JS, DoRD during the course of evidence clarified before the committee as under:

“We took it up with Finance and they have agreed to give us the next tranche of the money and part of the additional money will be coming very soon. In almost all the States, the initial budget allocation is exhausted. Now we have asked for more money within the budget. That is being provided.”

4.4 While elaborating the reasons for delay in payment of wages and remedial measures being taken in this regard by the DoRD, the following reply was submitted:

“Ministry has issued Standard Operating Procedure (SoP) on Timely Payment so that timely payment should be ensured. One of the important requirements for timely payment, is timely generation of Fund Transfer order (FTOs) by State Government.

In order to monitor the timely payment of wages, this Ministry reviews the progress of States, via Labour Budget meeting, Mid-term Review Meeting and other interaction with the States/UTs.

Funds release is a continuous process. Timely compliance of conditions by States for funds release is the important requirement. If State could not comply the conditions in a timeline, it leads to delay.

As per the information available with this Ministry, improvement has been observed from 92.5% (FY 2022-23) timely generation of FTOs to 99.05% (FY 2023-24 as on 23.11.2023).”

4.5 Responding to the query on delay in the payment of material components, the Secretary, DoRD deposed as under:

“Delays that are there in the payment of material components. In this regard, we agree that there are delays in material payments and we are trying to devise systems whereby these delays are removed or minimised.”

4.6 On the above issue the Secretary, DoRD further clarified during the course of evidence as mentioned below:

“With regard to financial management, lag in wage payment has been pointed out. In most of the cases at this point, after the introduction of technology, we are able to make most of the wage payments within the stipulation of 15 days. There are cases where there have been delays but we are trying to minimise those delays.”

## **CHAPTER V**

### **Aadhar Based Payment Bridge System (APBS)**

5.1 When asked to provide detail of the mechanism of Aadhar Based Payment System under MGNREGA alongwith the details of the current status of ABPS in each State/UT and the scenario regarding seeding of Aadhar in bank accounts, the DoRD have submitted in their written replies as under:-

“The mechanism of Aadhaar Based Payment System in Mahatma Gandhi NREGS

- Aadhaar Seeding
- Demographic Verification of Aadhaar using AUA services
- ABP Conversion through NPCI.

States/UTs-wise details of ABPS or Aadhaar seeded/linked with Account in bank as on 21.11.2023		
Sl. No.	States/UTs	ABPS or Aadhaar seeded/linked with Account in bank as on 21.11.2023. (in %)
1	Andaman And Nicobar	82.30
2	Andhra Pradesh	98.48
3	Arunachal Pradesh	67.13
4	Assam	45.11
5	Bihar	82.15
6	Chhattisgarh	92.20
7	Dadra & Nagar Haveli & Daman & Diu	0.00
8	Goa	76.06
9	Gujarat	90.61
10	Haryana	82.86
11	Himachal Pradesh	95.67
12	Jammu And Kashmir	72.15
13	Jharkhand	83.70
14	Karnataka	95.07
15	Kerala	99.88
16	Ladakh	89.11
17	Lakshadweep	61.14
18	Madhya Pradesh	89.83
19	Maharashtra	77.62
20	Manipur	63.93

21	Meghalaya	20.15
22	Mizoram	80.98
23	Nagaland	20.84
24	Odisha	81.38
25	Puducherry	85.45
26	Punjab	83.10
27	Rajasthan	89.89
28	Sikkim	92.05
29	Tamil Nadu	97.48
30	Telangana	92.68
31	Tripura	94.60
32	Uttar Pradesh	88.27
33	Uttarakhand	86.82
34	West Bengal	82.47

5.2 Regarding the mode of Aadhar Based Payment System under MGNREGA, the Secretary DoRD stated as under:

“Government feels that this is the best mode of payment at this point of time to ensure that the payment goes to the actual person. As I said earlier, there are problems with this system. We need to remove those problems instead of removing the system altogether.”

5.3 Further detailing about the success of ABPS the Secretary submitted before the committee as below:

“In May, 2023, we have a record attendance of 1.93 crore wage earners. At present, the average of Aadhaar based payment within the country is 87 per cent. So, the system is a sound system. Whatever problems there are, we will try to remove those problems with close interaction with all the stakeholders.”

5.4 The Secretary, DoRD, elaborated on the present performance of ABPS, during the course of evidence as produced below:

“The Aadhaar-based payment system also, at this point, makes payments to the people who have worked; the overall average across the country is roughly 85 per cent. In some months, it was around 88 per cent. Here also, we have been giving extensions. But what happens is that we have been told by States that if you set a hard deadline and we don’t change it, there is pressure on everyone to ensure that systems are put in place. Otherwise, the whole system gets relaxed. Then it doesn’t happen. So, we are trying to push this for a couple of months. The next deadline



that we set is in December. So, we will see. But we would request that everyone concerned—all the States and all the parties concerned, to cooperate. Ultimately, this leads to a lot of trenchancy in Aadhar based payments.”

5.5 On the issue of diverted payments to the beneficiaries due to frozen account or non-seeding of Aadhar or any other banking issue being brought before the DORD, number of such cases reported and the actions being taken, the DoRD have submitted the following reply:-

“No, the issue of diverted payments to the beneficiaries has not been received in this ministry from any State/UT. And in the case Aadhaar Base Payment (ABP) due to frozen account or non-seeding of Aadhaar or any other banking issue the respective transaction is rejected by the respective bank as per MIS.”

5.6 Enumerating the bottlenecks being faced under Aadhar Based Payment System and the remedial measures being undertaken in this regard by the DORD, it has been responded as below:-

“The issue of seeding of Aadhar number by Bank in NPCI mapper was leading some delay in conversion of authenticated Aadhar into Aadhar based payment bridge system (APBS). This issue has been taken up with Banks through Department of Financial Service as well as direct communication with Banks. Also States have been advised to organise camp through such banks in the area where the concentration of pending cases of NPCI mapping is higher.

Such initiatives are yielding result by increasing the APBS enabled beneficiaries.”

5.7 Reporting about the current percentage of total job card holders who are not Aadhar enabled across the country and the plan to cover these beneficiaries under ABPS, the DoRD stated as below:-

“As on 21.11.2023, 14.12 % of total job cards holders are not Aadhar enabled under Mahatma Gandhi NREGS. The pendency has been observed due to:

- i. Aadhaar is not seeded at NregaSoft.
- ii. Aadhaar is seeded but not Authenticated using AUA services at NregaSoft.
- iii. Aadhaar is Authenticated but not linked with Account in respective bank of the beneficiaries.

Department of Rural Development has provided the On-Fly mechanism for Aadhaar Authentication during Aadhaar seeding in Gram Panchayat Login / Demand Module at NREGASoft through which remaining Aadhaar is being seeded and authenticated by PO in States/UTs. Also, a link has been provided in NREGASoft for ABPS conversion at PO login through which the PO are doing ABPS conversion of authenticated Aadhaar on daily basis in every States. All the concerned stakeholders have been requested to take ever action to complete the APBS at the earliest.”

## CHAPTER VI

### **National Mobile Monitoring System (NMMS)**

6.1 **National Mobile Monitoring System (NMMS) App** was launched by the Hon'ble Minister of Rural Development on May, 21 2021. To ensure more transparency in the implementation of Mahatma Gandhi NREGS in the States/UTs, a provision of capturing of attendance at worksite through National Mobile Monitoring System App (NMMS App) with two-time Geotagged photographs of the beneficiaries in a day had been started for all the worksites (except Individual Beneficiary Scheme/Project) and made these attendance in public domain which increases citizen oversight of the programme besides potentially enabling faster processing of payments.

6.2 DoRD have submitted their following comments on the National Mobile Monitoring System (NMMS) regarding applicability and success in terms of ease of marking attendance in far flung locales, highlighting the bottlenecks being faced by this attendance application and the remedial measures being undertaken as under

“To ensure more transparency in the implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS) in the States/UTs, the Ministry has decided that States/UTs shall ensure capturing of attendance at worksite through National Mobile Monitoring System (NMMS) App with geo-tagged two-time stamped photographs of the worker in a day for all the works (except Individual Beneficiary Scheme/Project) through NMMS w.e.f 1 January, 2023.

NMMS application has been modified to capture second photograph just after the 4 hours from capturing the first photograph. The morning attendance along with the first photograph and the second photograph can be captured in offline mode also and to be uploaded once device comes in network areas. In case of exceptional circumstances due to which attendance could not be uploaded, the District Programme Coordinator (DPC) has been authorized to approve the manual attendance.

It may be mentioned that this is a new initiative by the ministry to ensure more transparency in the implementation of Mahatma Gandhi NREGS in the States/UTs. Any States/UTs facing issues or any kind of problems being resolved in a priority basis with the passage of time. Ministry has also arranged various workshop at a regular interval to provide support to the States/UTs.”

6.3 On the performance of NMMS the JS, DoRD, placed his views before the committee as under:

“National Mobile Monitoring System, which is NMMS. It is the software for real time capturing of attendance. This has become the most effective tool right now for directly capturing attendance which was earlier used to be manually through physical muster rolls but now they are all muster rolls and their entry is done through NMMS. So, we have fast tracked the attendance instantly. Every day we get the attendance. This has really resulted in very fast payment of wages.”

6.4 The current scenario regarding the National Mobile Monitoring System in all the States/UTs of the country vis-à-vis its functioning and success on account of internet connectivity is produced below:-

State/UT-wise details of current scenario of usage of National Mobile Monitoring System (NMMS) App							
August, 2023							
S No.	States/UT	First Fortnight			Second Fortnight		
		Total No. of eligible works	Out of Col(1), No. of works having muster roll filled through NMMS App.	%	Total No. of eligible	Out of Col(3), No. of works having muster roll filled through NMMS App.	%
		1	2		3	4	
1	Andhra Pradesh	11724	11181	95.37	12510	11733	93.79
2	Arunachal Pradesh	727	213	29.30	495	126	25.45
3	Assam	5152	4699	91.21	5270	4698	89.15
4	Bihar	18997	15921	83.81	32019	26921	84.08
5	Chhattisgarh	4209	4163	98.91	5558	5499	98.94
6	Goa	20	0	0.00	13	0	0.00
7	Gujarat	12910	11279	87.37	15316	14063	91.82
8	Haryana	2667	1999	74.95	1977	1525	77.14
9	Himachal Pradesh	7705	7582	98.40	6060	5959	98.33
10	Jammu And Kashmir	9200	8686	94.41	12274	11572	94.28
11	Jharkhand	2108	1906	90.42	5453	4866	89.24
12	Karnataka	15997	15798	98.76	17150	16943	98.79
13	Kerala	27089	26522	97.91	16242	15822	97.41
14	Ladakh	228	102	44.74	317	125	39.43
15	Madhya Pradesh	25421	24941	98.11	30619	29988	97.94
16	Maharashtra	9824	9245	94.11	11370	10713	94.22

17	Manipur	604	0	0.00	648	0	0.00
18	Meghalaya	2842	2002	70.44	3224	2200	68.24
19	Mizoram	263	128	48.67	372	280	75.27
20	Nagaland	290	0	0.00	120	0	0.00
21	Odisha	18062	17773	98.40	12591	12291	97.62
22	Punjab	13360	12795	95.77	9365	8777	93.72
23	Rajasthan	22043	21816	98.97	20032	19791	98.80
24	Sikkim	389	165	42.42	316	127	40.19
25	Tamil Nadu	39794	38366	96.41	46899	45273	96.53
26	Telangana	34539	33312	96.45	34668	33295	96.04
27	Tripura	2072	1478	71.33	2445	1501	61.39
28	Uttar Pradesh	52047	50303	96.65	45146	43081	95.43
29	Uttarakhand	6002	5578	92.94	6675	6110	91.54
30	Andaman and Nicobar	22	7	31.82	18	4	22.22
31	Lakshadweep	5	0	0.00	3	0	0.00
32	Puducherry	74	47	63.51	125	91	72.80
Total		346386	328007	94.69	355290	333374	93.83

September, 2023							
S No.	States	First Fortnight			Second Fortnight		
		Total No. of eligible works	Out of Col (1), No. of works having muster roll filled through NMMS App.	%	Total No. of eligible	Out of Col(3), No. of works having muster roll filled through NMMS App.	%
		1	2		3	4	
1	Andhra Pradesh	10238	9412	91.93	7154	5353	74.83
2	Arunachal Pradesh	599	257	42.90	239	106	44.35
3	Assam	5139	4604	89.59	3558	2774	77.97
4	Bihar	31490	26081	82.82	29613	23228	78.44
5	Chhattisgarh	5558	5450	98.06	3578	2956	82.62
6	Goa	17	0	0.00	0	0	#DIV/0!
7	Gujarat	16263	15022	92.37	9016	6580	72.98
8	Haryana	1864	1433	76.88	901	573	63.60
9	Himachal Pradesh	7137	6923	97.00	6281	5231	83.28
10	Jammu And Kashmir	13155	12411	94.34	10176	9319	91.58
11	Jharkhand	5001	4676	93.50	3513	2727	77.63
12	Karnataka	20652	20173	97.68	13003	11894	91.47
13	Kerala	23982	23486	97.93	21060	18939	89.93
14	Ladakh	407	189	46.44	367	200	54.50
15	Madhya Pradesh	34020	32570	95.74	27240	21836	80.16
16	Maharashtra	11823	10823	91.54	9510	8392	88.24

17	Manipur	614	0	0.00	494	0	0.00
18	Meghalaya	2859	2019	70.62	1499	913	60.91
19	Mizoram	539	178	33.02	465	285	61.29
20	Odisha	17447	16877	96.73	15135	12806	84.61
21	Punjab	13203	12492	94.61	10203	8219	80.55
22	Rajasthan	22626	21888	96.74	21489	19021	88.52
23	Sikkim	292	114	39.04	263	126	47.91
24	Tamil Nadu	36464	35020	96.04	28045	26579	94.77
25	Telangana	34404	33351	96.94	26197	23291	88.91
26	Tripura	2536	1594	62.85	1648	1115	67.66
27	Uttar Pradesh	45935	42885	93.36	32332	27402	84.75
28	Uttarakhand	8233	7616	92.51	4715	3454	73.26
29	West Bengal	0	0	DIV/0!	26	26	100.00
30	Andaman and Nicobar	9	3	33.33	9	1	11.11
31	Lakshadweep	4	0	0.00	2	0	0.00
32	Puducherry	67	66	98.51	37	33	89.19
Total		372577	347613	93.30	287768	243379	84.57

6.5 On the present performance of NMMS the Secretary, DoRD during the course of evidence stated as below:

“Within the NMMS, I would like to bring before this hon. Committee, that this year we have seen that in most of the States there is not much of a problem. There are States including Tamil Nadu, where 90 per cent of the attendance has been done through this. This year, there has been a spurt in attendance as compared to the previous year in many States.

At this point also, we have a solution: if there is some problem with the NMMS system, then the manual system can be followed.”

**CHAPTER – VII**  
**Unemployment Allowance**

7.1 Section 7 of the Act provides as under:-

(1) If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section.

(2) Subject to such terms and conditions of eligibility as may be prescribed by the State Government and subject to the provisions of this Act and the Schemes and the economic capacity of the State Government, the unemployment allowance payable under sub-section (1) shall be paid to the applicants of a household subject to the entitlement of the household at such rate as may be specified by the State Government, by notification, in consultation with the State Council:

Provided that no such rate shall be less than one-fourth of the wage rate for the first thirty days during the financial year and not less than one-half of the wage rate for the remaining period of the financial year.

(3) The liability of the State Government to pay unemployment allowance to a household during any financial year shall cease as soon as-

(a) the applicant is directed by the Gram Panchayat or the Programme Officer to report for work either by himself or depute at least one adult member of his household; or

(b) the period for which employment is sought comes to an end and no member of the household of the applicant had turned up for employment; or

(c) the adult members of the household of the applicant have received in total at least one hundred days of work within the financial year; or

(d) the household of the applicant has earned as much from the wages and unemployment allowance taken together which is equal to the wages for one hundred days of work during the financial year.

(4) The unemployment allowance payable to the household of an applicant jointly shall be sanctioned and disbursed by the Programme Officer or such local authority

(including the Panchayats at the district, intermediate or village level) as the State Government may, by notification, authorise in this behalf.

(5) Every payment of unemployment allowance under sub-section (1) shall be made or offered not later than fifteen days from the date on which it became due for payment.

(6) The State Government may prescribe the procedure for payment of unemployment allowance under this Act.

7.2 DoRD in their written replies on the provision of payment of unemployment allowance alongwith the details of the beneficiaries eligible for unemployment allowance vis-à-vis beneficiaries who were paid unemployment allowance in each State/UT during the last 5 Financial Years and the ongoing Financial Year till date have furnished as under:-

“Mahatma Gandhi NREGS is a demand driven wage employment Scheme which provide 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. It provides livelihood security, i.e. fall back options for livelihood for the rural households, when no better employment opportunity is available.

As per Section 7(1), Mahatma Gandhi NREGA, 2005, envisages that “If an applicant for employment under the Scheme is not provided such employment within fifteen days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance in accordance with this section.

The daily unemployment allowance will be at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year. Unemployment allowance shall be paid, as calculated automatically by the NREGASoft system.

As per the Para 6 of the Section 7 of the Mahatma Gandhi NREG Act, “The State Government may prescribe the procedure for payment of unemployment allowance”.

State Governments may also make necessary budgetary provision for payment of Unemployment Allowance.

States/UTs-wise details of beneficiaries eligible for unemployment allowance and beneficiaries who were paid unemployment allowance under Mahatma Gandhi NREGS during the last five financial years 2018-19 to current financial year 2023-24 (as on 21.11.2023) is given at below:-



States/UTs-wise details of beneficiaries eligible for unemployment allowance and beneficiaries who were paid unemployment allowance under Mahatma Gandhi NREGS during the last five financial year 2018-19 to current financial year 2023-24 (as on 21.11.2023).

Sl. No.	States/UTs	2022-23		2023-24 (as on 21.11.23)	
		Beneficiaries eligible for unemployment allowance	Beneficiaries who were paid unemployment allowance	Beneficiaries eligible for unemployment allowance	Beneficiaries who were paid unemployment allowance
1	Andaman And Nicobar	0	0	0	0
2	Andhra Pradesh	0	0	0	0
3	Arunachal Pradesh	0	0	0	0
4	Assam	100	0	0	0
5	Bihar	460	0	190	0
6	Chhattisgarh	0	0	0	0
7	Dn Haveli And Dd	0	0	0	0
8	Goa	0	0	0	0
9	Gujarat	16	0	0	0
10	Haryana	0	0	0	0
11	Himachal Pradesh	0	0	0	0
12	Jammu And Kashmir	7	0	0	0
13	Jharkhand	80	0	8	0
14	Karnataka	1077	0	36	0
15	Kerala	12	3	3	0
16	Ladakh	0	0	0	0
17	Lakshadweep	0	0	0	0
18	Madhya Pradesh	4	0	5	0
19	Maharashtra	15	1	0	0
20	Manipur	0	0	0	0
21	Meghalaya	5	0	0	0
22	Mizoram	0	0	0	0
23	Nagaland	0	0	0	0
24	Odisha	48	21	2	0
25	Puducherry	0	0	0	0
26	Punjab	0	0	1	0
27	Rajasthan	902	0	13	0
28	Sikkim	36	0	0	0
29	Tamil Nadu	7	0	1	0
30	Telangana	103	51	8	5
31	Tripura	175	0	7	0
32	Uttar Pradesh	258	119	15	15
33	Uttarakhand	0	0	0	0
34	West Bengal	39	0	0	0
As per NREGASoft					

Sl. No.	States/UTs	2020-21		2021-22	
		Beneficiaries eligible for unemployment allowance	Beneficiaries who were paid unemployment allowance	Beneficiaries eligible for unemployment allowance	Beneficiaries who were paid unemployment allowance
1	Andaman And Nicobar	0	0	0	0
2	Andhra Pradesh	0	0	0	0
3	Arunachal Pradesh	0	0	0	0
4	Assam	0	0	94	0
5	Bihar	22	0	32	0
6	Chhattisgarh	0	0	0	0
7	Dn Haveli And Dd	0	0	0	0
8	Goa	0	0	0	0
9	Gujarat	15	0	50	0
10	Haryana	0	0	4	0
11	Himachal Pradesh	0	0	0	0
12	Jammu And Kashmir	0	0	0	0
13	Jharkhand	2	0	41	0
14	Karnataka	50	0	1236	0
15	Kerala	2	0	142	3
16	Ladakh	0	0	0	0
17	Lakshadweep	0	0	0	0
18	Madhya Pradesh	3	0	3	0
19	Maharashtra	35	0	211	1
20	Manipur	0	0	0	0
21	Meghalaya	0	0	0	0
22	Mizoram	0	0	0	0
23	Nagaland	0	0	0	0
24	Odisha	6	0	0	0
25	Puducherry	0	0	0	0
26	Punjab	0	0	0	0
27	Rajasthan	2	0	725	0
28	Sikkim	0	0	2	0
29	Tamil Nadu	1	0	35	0
30	Telangana	0	0	0	0
31	Tripura	3	0	15	0
32	Uttar Pradesh	67	0	250	39
33	Uttarakhand	0	0	0	0
34	West Bengal	107	0	59	0
As per NREGASoft					Page 2 of 3

SI No	State/UTs	2018-19		2019-20	
		Beneficiaries eligible for unemployment allowance	Beneficiaries who were paid unemployment allowance	Beneficiaries eligible for unemployment allowance	Beneficiaries who were paid unemployment allowance
1	ANDAMAN AND NICOBAR	0	0	0	0
2	ANDHRA PRADESH	0	0	0	0
3	ARUNACHAL PRADESH	0	0	0	0
4	ASSAM	2	0	0	0
5	BIHAR	58	0	11	0
6	CHHATTISGARH	3	0	0	0
7	DN HAVELI AND DD	0	0	0	0
8	GOA	0	0	0	0
9	GUJARAT	10	4	1	0
10	HARYANA	0	0	0	0
11	HIMACHAL PRADESH	10	3	2	0
12	JAMMU AND KASHMIR	0	0	1	0
13	JHARKHAND	4	0	4	0
14	KARNATAKA	67	0	1	0
15	KERALA	0	0	0	0
16	LADAKH	0	0	1	0
17	LAKSHADWEEP	0	0	0	0
18	MADHYA PRADESH	15	2	4	0
19	MAHARASHTRA	9	2	8	0
20	MANIPUR	0	0	0	0
21	MEGHALAYA	0	0	0	0
22	MIZORAM	0	0	0	0
23	NAGALAND	0	0	0	0
24	ODISHA	0	0	0	0
25	PUDUCHERRY	0	0	0	0
26	PUNJAB	0	0	0	0
27	RAJASTHAN	11	9	178	0
28	SIKKIM	0	0	0	0
29	TAMIL NADU	0	0	0	0
30	TELANGANA	0	0	0	0
31	TRIPURA	0	0	0	0
32	UTTAR PRADESH	8	0	0	0
33	UTTARAKHAND	0	0	0	0
34	WEST BENGAL	62	0	122	0
As per NREGASoft				Page 3 of 3	

7.3 The details of the employment demanded vis-à-vis employment provided in each State/UT during the last 3 Financial Years and in ongoing Financial Year till date are provided at Annexure I.

7.4 The details of number of persons provided employment versus number of persons (in percentage) who completed 100 days of guaranteed work under MGNREGA during the last 3 Financial Years and the ongoing Financial Year till date are provided at Annexure II.

7.5 On the aspect of non-payment of unemployment allowance, the Secretary, DoRD assured the committee during the course of evidence as below:

“With regard to the non-payment of unemployment allowance, we would look into it.”

**CHAPTER – VIII**  
**Delay Compensation**

8.1 Wage payment:-

(1) In case the payment of wages is not made within fifteen days from the date of closure of the muster roll, the wage seekers shall be entitled to receive payment of compensation for the delay, at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of closure of muster roll.

(a) Any delay in payment of compensation beyond a period of fifteen days from the date it becomes payable, shall be considered in the same manner as the delay in payment of wages.

(b) For the purpose of ensuring accountability in payment of wages and to calculate culpability of various functionaries or agencies, the States shall divide the processes leading to determination and payment of wages into

Various stages such as-

- i. measurement of work;
- ii. computerising the muster rolls;
- iii. computerising the measurements;
- iv. generation of wage lists; and
- v. uploading Fund Transfer Orders (FTOs),

and specify stage-wise maximum time limits along with the functionary or agency which is responsible for discharging the specific function.

(c) The computer system shall have a provision to automatically calculate the compensation payable based on the date of closure of the muster roll and the date of deposit of wages in the accounts of the wage seekers.

(d) The State Government shall pay the compensation upfront after due verification within the time limits as specified above and recover the compensation amount from the functionaries or agencies who is responsible for the delay in payment.

(e) It shall be the duty of that District Programme Coordinator or Programme Officer to ensure that the system is operationalised.

(f) The number of days of delay, the compensation payable and actually paid shall be reflected in the Monitoring and Information System and the Labour Budget.

(2) Effective implementation of sub-paragraph (1) shall be considered necessary for the purposes of the section 27 of the Act.

8.2 When asked to elaborate on the provision of Delay-Compensation under MGNREGA while commenting on the compliance of this provision on ground level and providing details of the actual number of beneficiaries eligible for delay compensation in each State/UT during the last 5 Financial Years and the ongoing Financial Year till date vis-à-vis the number of beneficiaries actually paid the amount (along with figure of amount), DoRD have furnished the following details in their written replies:-

“As per the provisions mentioned in Schedule-II of the Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), wage seekers shall be entitled to receive payment of compensation for the delay, at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of closure of muster roll.

Any delay in payment of compensation beyond a period of fifteen days from the date it becomes payable shall be considered in the same manner as the delay in payment of wages.

The State Government shall pay the compensation upfront after due verification within the time limits specified above and recover the compensation amount from the functionaries or agencies responsible for the delay in payment.

State/UT-wise details of approved amount and paid amount in respect of Delayed compensation under Mahatma Gandhi NREGS from financial year 2018-19 to current financial year 2023-24 (as on 21.11.2023) is given here:-

State/UT-wise details of approved amount and paid amount in respect of Delayed compensation under Mahatma Gandhi NREGS from financial year 2018-19 to current financial year 2023-24 (as on 21.11.2023) (Amount in Rs.)							
Sl. No.	State/UTs	2018-19		2019-20		2020-21	
		Delayed compensation		Delayed compensation		Delayed compensation	
		Approved amount	Paid amount	Approved amount	Paid amount	Approved amount	Paid amount
1	Andaman And Nicobar	0	0	0	0	0	0
2	Andhra Pradesh	13576061	11494277	6474911	6301772	1624232	1560901
3	Arunachal Pradesh	320465	2047	2115017	0	954492	204998
4	Assam	234485	208207	156840	71659	26842	14322
5	Bihar	1872539	1735583	1978470	1917346	2138143	2069054
6	Chhattisgarh	11080	457	362	254	729	0
7	Dadra And Nagar Haveli And Daman And Diu	0	0	0	0	0	0

8	Goa	382	0	20895	20597	339262	67536
9	Gujarat	1215687	1082913	248285	232197	22358	21855
10	Haryana	113981	113653	35035	35035	17295	17291
11	Himachal Pradesh	385821	384115	94573	92700	89668	89198
12	Jammu And Kashmir	4130	0	16206	0	146375	54
13	Jharkhand	201811	100503	668	399	82	67
14	Karnataka	417951	259014	295810	241270	215369	135164
15	Kerala	516332	516228	254510	254503	140097	125629
16	Ladakh	1540	0	0	0	18156	0
17	Lakshadweep	0	0	0	0	0	0
18	Madhya Pradesh	4302741	4253941	1394520	1345431	856957	750188
19	Maharashtra	2891865	2821084	780457	747322	2746855	2574112
20	Manipur	0	0	0	0	0	0
21	Meghalaya	135	135	6	0	11	11
22	Mizoram	3993	3993	0	0	0	0
23	Nagaland	798880	0	0	0	5544	0
24	Odisha	2627	275	12904	6638	32619	31896
25	Puducherry	0	0	0	0	0	0
26	Punjab	731622	203075	229869	88371	177144	78914
27	Rajasthan	3293325	2387814	78341	48162	239117	238182
28	Sikkim	17651	10499	37093	36482	1911	1907
29	Tamil Nadu	17	16	0	0	0	0
30	Telangana	70470.5	5482961	0	0	0	0
31	Tripura	4305	4305	11992	11933	7136	6877
32	Uttar Pradesh	0	0	809	62	345561	135365
33	Uttarakhand	6251	5884	1442	1367	27559	25934
34	West Bengal	35041370	18264086	8981186	6906689	3668469	3213753
	Total	66037518	49335065	23220201	18360189	13841983	11363208

Sl. No.	States/UTs	2021-22		2022-23		2023-24	
		Delayed compensation		Delayed compensation		Delayed compensation	
		Approved amount	Paid amount	Approved amount	Paid amount	Approved amount	Paid amount
1	Andaman And Nicobar	0	0	0	0	0	0
2	Andhra Pradesh	269999	224293	32806	31929	621	375
3	Arunachal Pradesh	261424	0	178220	0	31253	0
4	Assam	1071529	44633	1054770	0	400341	0
5	Bihar	449166	293619	84372	12929	59661	0
6	Chhattisgarh	29551	1676	6194	5650	97	97
7	Dadra And Nagar Haveli And Daman And Diu	0	0	0	0	0	0

8	Goa	279467	3281	41917	0	1387	0
9	Gujarat	8692	2043	189512	0	687	0
10	Haryana	1146	1146	58804	8015	74792	22
11	Himachal Pradesh	78042	77047	134275	133849	203048	33608
12	Jammu And Kashmir	149786	5020	706689	5816	282751	498
13	Jharkhand	3444	2936	1780	0	1990	0
14	Karnataka	148157	63161	153962	3998	13826	0
15	Kerala	6254	6240	35293	23772	1882	72
16	Ladakh	46792	0	44278	181	22294	0
17	Lakshadweep	0	0	0	0	0	0
18	Madhya Pradesh	775342	510587	63271	4	30683	0
19	Maharashtra	12684896	12444321	5403686	5275874	207219	129073
20	Manipur	38086	0	0	0	0	0
21	Meghalaya	3	0	0	0	0	0
22	Mizoram	0	0	9598	0	0	0
23	Nagaland	0	0	0	0	0	0
24	Odisha	6139	6139	2378	1428	720784	0
25	Puducherry	0	0	0	0	0	0
26	Punjab	208534	16283	319608	193	148599	0
27	Rajasthan	35807	35299	132128	98612	6078	0
28	Sikkim	843	843	0	0	0	0
29	Tamil Nadu	0	0	81	0	1	0
30	Telangana	5977	0	3015	1241	82	73
31	Tripura	2677	2677	200	0	30	0
32	Uttar Pradesh	514262	294344	407157	229924	222395	86525
33	Uttarakhand	2086	1504	2990	2209	167	0
34	West Bengal	475286	354210	315452	103567	1201	0
	Total	17553387	14391302	9382436	5939191	2431869	250343

8.3 When queried upon the aspect of payment of interest also in cases of delay compensation, the Secretary, DoRD replied during the course of evidence as below:

“Interest payment is the liability of the State Government.”



**CHAPTER – IX**  
**Social Audit Under MGNREGA**

**9.1 The provisions of social audits under MGNREG Act:-**

“As per the Section 17 of the Mahatma Gandhi NREGA, 2005 mandates the Gram Sabha to conduct Social Audit as under:

(1) The Gram Sabha shall monitor the execution of works within the Gram Panchayat.

(2) The Gram Sabha shall conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat.

(3) The Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of conducting the social audit.”

**9.2 Regarding the mechanism of social audit, the JS, DoRD during the course of evidence stated before the committee as under:**

“Social audit is now highly in focus and we have been pushing for social audit of each and every Gram Panchayat. This year we have a target of every Panchayat to be socially audited at least once. In the last few years, due to COVID, there was a break. But this year, it is on track and we have been taking continuous meetings and asking States to do it. There is a major improvement in social audit.”

**9.3 On enquiring about the status of social audits conducted in the States/UTS across the country during the last 3 Financial Years and the ongoing Financial Year till date, the DoRD have submitted as under:-**

“State/UT-wise details of Social Audit Conducted under Mahatma Gandhi National Rural Employment Guarantee Scheme (Mahatma Gandhi NREGS) during financial years 2020-21, 2021-22, 2022-23 and current financial year 2023-24 (as on 20.11.2023) is given at **Annexure-III.**”

**9.4 When queried upon the delay in conduction of social audits, the Secretary, DoRD submitted before the Committee during the course of evidence as below:**

“As regards social audit, there are certain gaps. I mentioned earlier also that there are manpower issues, there are issues related to payment and making available of the funds from the Centre. There are delays in that and we are trying to address those delays. We are hopeful that those delays are minimised and removed. We are trying for that.”

9.5 Eliciting the reasons for non-compliance of social audits provisions in each State/UT and the measures being undertaken/proposed by DORD to ensure the stricter compliance with the social audit provisions, the Department in their written replies have stated as under:-

“The State of Goa, UT of Ladakh, Andaman and Nicobar, Lakshadweep, Puducherry and The Dadra and Nagar Haveli and Daman and Diu are yet to establish a Social Audit Unit (SAU) in the State/ UT to facilitate the conduct of social audit by Gram Sabha.

- (i) This Ministry to ensure compliance with the Social Audit of Gram Panchayat, has linked the targets and deliverables of the social Audit with the Annual Action plan and Labour budget for financial year 2022-23, and issued an advisory stating that, independent SAU under an independent director should be created and enabled, and all the GPs which have not been socially audited in 2019 – 20 been so audited and at least 50% of the recovery of recoverable amount, if not been made Annual Action plan and Labour budget for financial year 2022-23 may not be taken up by the Empowered Committee.
- (ii) The performance of the Social Audit Unit of States/UTs is regularly monitored in various review meetings like Mid-term Review (MTR), Performance Review Committee (PRC), Common Review Mission (CRM) and Labour budget revision meetings and before Empowered Committee. In addition to this, the performance of social audit is also one of the agenda during the Central team visits to States/UT and National Level Monitors (NLM).”

9.6 Providing comments on the adequacy of funds being provided to the States/UTs for conducting Social Audit and the current status of pendency of release of funds to Social Audit Units (SAUs) in each State/UT, the DoRD submitted as under:-

“As per the provision, from the States’ entitlement of 6% towards administrative expenditure, up to 0.5% shall be earmarked for the State’s Social Audit.

Funds release details in the current financial year is as under:

Sl. No.	Status	Details	Remarks
1	Fund Release 1 <sup>st</sup> Tranche- (1 <sup>st</sup> installment )	Andhra Pradesh, Arunachal Pradesh, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Odisha, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand.	15 States

Sl. No.	Status	Details	Remarks
2	Fund Release 1 <sup>st</sup> Tranche- (1 <sup>st</sup> and 2 <sup>nd</sup> installment)	Nagaland, Telangana, Kerala.	3 States
3	File Concurred	Chhattisgarh, Jammu & Kashmir	2 States
4	Incomplete Proposal	Sikkim, Manipur, Tripura, Tamil Nadu, West Bengal, Bihar	6 States
5	Proposal yet to receive	Assam and Gujarat	2 States

The State of Goa, UT of Ladakh, Andaman and Nicobar, Lakshadweep, Puducherry and The Dadra and Nagar Haveli and Daman and Diu are yet to establish a Social Audit Unit (SAU) in the State/ UT to facilitate the conduct of social audit by Gram Sabha.”

9.7 The Secretary, DoRD during the course of evidence submitted before the committee regarding the formation of national Council as below:

“On the proposal to have a National Council, that is also something we will consider. These are very good ideas as far as social auditing is concerned. We absolutely agree with what has been said about social audits, and we will try to ensure that the system is improved. The major thing that was pointed out was the paucity of funds at this point. As I stated earlier, we had taken it up with Finance, and it has agreed to provide us funds, and a part of the funds will be made available to us very soon.”

## CHAPTER – X

### Grievance Redressal Mechanism

10.1 When asked to elaborately provide the details regarding the grievance redressal mechanism under MGNREGA alongwith number of such cases reported under this mechanism in the States/UTs and those that have been resolved, the DoRD in there written reply stated as under:-

“As per Section-19 of the Mahatma Gandhi NREGA, 2005, envisages that the State Government shall, by rules, determine appropriate grievance redressal mechanisms at the Block level and the district level for dealing with any complaint by any person in respect of implementation of the Scheme and lay down the procedure for disposal of such complaints.

Complaints under Mahatma Gandhi NREGS is received through various channels:

**(i) Grievances from field by registering the complaint in Complaint register maintained at level:** The complaint register is maintained at Gram Panchayat level as a part of good governance initiative under Mahatma Gandhi NREGA. The complaints of the citizens are recorded physically in it. The complaint register is updated on a regular basis at G.P level. Further, the register is checked during the monitoring visits from Centre as well as State level in order to look into the status of resolution of complaints.

**(ii) Online Central Portal Grievance Redressal Mechanism system (CPGRAMS):** The Ministry, under Mahatma Gandhi NREGS receives complaints through the online CPGRAMS portal. Since the responsibility of implementation of MGNREGA is vested with the State Govt./UTs, all complaints received in the Ministry are forwarded to the concerned State Govt./UTs for taking appropriate action including investigation, as per law. Further, the ATRs received from the States/UTs are examined and forwarded to higher authority (vigilance) for disposal.

The status of complaints received and disposed on CPGRAMS portal in financial year 2023-24 (as on 21.11.2023) is as under:-

Number of complaints received	Number of complaints disposed	Total number of complaints pending
2845	2622	223

**(iii) Issues reported to Ombudsperson at district level:** Para 30 of Schedule I of the Mahatma Gandhi NREGA mandates that there shall be an Ombudsperson for each District for receiving grievances, enquiring into and passing awards as per Guidelines. The Ombudsperson

receives complaints through various means such as Complain by self or by a representative, complain via Mahatma Gandhi NREGA field functionaries, complain made through electronic means etc. The Ombudsperson investigates the matter thoroughly, passes awards accordingly. During the current financial year ombudsperson have received 2616 complaint and more then 1800 have been disposed so far.”

10.2 On the issue of ombudsman appointment, the Secretary, DoRD during the course of evidence submitted as mentioned below:

“As regards ombudsman, in most of the States, we have very closely monitored it. In the last financial year, and in this financial year also, we have closely monitored this aspect and in most of the districts of the States, this is our impression that the ombudspersons are in place and wherever there are not, we will ensure that they are there”

**CHAPTER – XI**  
**Issues of Irregularities**

11.1 On being asked upon to highlight the number of reported cases of corruption under MGNREGA and the remedial measures being taken/proposed by the DORD, the following details were submitted:-

“The Ministry, under Mahatma Gandhi NREGS receives complaints through the online Centralized Public Grievance Redress and Monitoring System (CPGRAMS) portal.

The details of corruption cases reported and disposed under Mahatma Gandhi NREGS in financial year 2023-24 (as on 21.11.2023) is as under:

Total Complaints received related to corruption	Total complaints disposed	Complaints pending as on 21.11.2023
932	788	144

The Ministry, under Mahatma Gandhi NREGS receives complaints of irregularities/corruption, under Mahatma Gandhi NREGA etc. Since the responsibility of implementation of Mahatma Gandhi NREGA is vested with the State Government/Union Territories, all complaints received in the Ministry are forwarded to the concerned State Government/Union Territories for taking appropriate action including investigation, as per law.

Steps have been taken to strengthen transparency and accountability which includes:

geo-tagging, Direct Benefit Transfer (DBT), National electronic Fund Management System (Ne-FMS), Aadhaar Based Payment System (ABPS), National Mobile Monitoring System, Software for Estimate Calculation using Rural rates for Employment (SECURE) and establishment of independent social audit units and appointment of Ombudsman in the States.

State specific reviews of States are also undertaken from time to time. Officers of the Ministry and National Level Monitors also visit various districts to oversee the performance of Mahatma Gandhi NREGA.”

11.2 Steps are being undertaken by the DORD to mitigate the issue of fake job cards reported from various quarters:-

“Implementation of the Scheme is the responsibility of State Governments and several provisions for proper implementation have been provided in the Mahatma Gandhi National Rural Employment Guarantee Act (Mahatma Gandhi NREGA), 2005. As per Section 25 of the Act, whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to one thousand rupees.”

11.3 On the issue of Fake Job Cards, the Secretary, DoRD, during the course of evidence, submitted as below:-

“Then the issue of fake job cards was raised. Our humble submission in this regard is the basic purpose of bringing in technology is to minimise the instances of job cards also. This is also one of the things intended. Technology is not a problem. It has been brought with the intention of removing delays and corruption and ensuring transparency. We agree that in the implementation of technology, there are glitches and problems. In fact, we are in close interaction with the other stakeholders concerned. So, we wish to get to the root of the problem or the heart of the problem and try to remove the issues which are there when we try to use technology for addressing these problems. It applies to NNMS, it applies to Aadhaar based payments and such things.”

11.4 On the probability of providing a receipt of application for demand of job by the beneficiary under MGNREGA, the DoRD stated that:-

“Para 6 and 14 of Schedule II of Mahatma Gandhi NREGA, 2005, envisages that every adult member of a registered household whose name appears in the job card shall be entitled to apply for unskilled manual work under the Scheme, and every such application shall be compulsorily registered, and a receipt issued with the date, which shall be entered in the computer system.

The Gram Panchayat and Programme Officer shall ensure that every applicant shall be provided unskilled manual work in accordance with the provisions of the Scheme within fifteen days of receipt of an application or the date from which the seeks work in case of advance application, whichever is later.”

11.5 When asked to comment on the issuance of pay slip to the MGNREGA beneficiaries highlighting his/her dues as on date, the DoRD submitted as under:-

“A provision has been made in Janmanrega App to check the status of wage payment of a beneficiary against the work done by her/him. The beneficiary can check the details just by providing Job card number.”

## CHAPTER XII

### New Initiatives and Way Forward

12.1 On being asked about the mandate of Amarjeet Sinha Committee formed to look into MGNREGA, its progress and whether the revision of wage rates and increase in number of days of employment under MGNREGA is under the examination of the above Committee, the DoRD in their written replies have furnished as under:-

“The terms of reference of the Amarjeet Sinha committee to study the performance of States and the governance issues under Mahatma Gandhi NREGS are as under:

- i. To examine various factors affecting demand for wage employment in the rural sector in different parts of the country;
- ii. To study/analyse the trends of expenditure across States under MGNREGS along with reasons for interstate variations with specific focus on governance issues;
- iii. To examine if composition of MGNREGS works may require change of focus considering over 15 year record of implementation, developments such as extension of irrigation facilities, extensive work from multiple sources in various domains such as drinking water, sanitation, impending climate change etc.
- iv. To recommend institutional mechanism, including governance and administrative structure, for more effective utilisation of MGNREGS funds, especially for addressing poverty and augmenting livelihoods; and
- v. Any other related issues referred to the committee

Ministry has received the report of the committee.”

12.2 Stressing upon one of the new initiative, Janmanrega App, JS, DoRD explained before the Committee during the course of evidence as produced below:

“So, what we have done now is, because of NMMS, we have real time knowledge of when people have worked. So, we have launched Janmanrega App. This has already been there. But in that, the most important provision which we have made is, just by entering the job card number, the details of the days on which the person has worked, will come real time. On which date the payment has been done, how much payment is done and in which bank account it is done –all these details are also coming online. This App has been launched. After, maybe, a few weeks or months, it will become very popular because of this knowledge dissemination or information dissemination. So, this part has been



taken care of. The real time knowledge of attendance and payment is disseminated to the persons. So, this is there in the Janmanrega App.“

12.3 Further on the issue of physical copy of information, the JS, DoRD clarified before the committee as below

“We can also insist on physical copy of the report but this is available to all. It is an open system. They have to give only very simple information like the person’s name, the days on which they have worked, the amount of wages and the days on which the wages have been paid. So, this information can be given on paper also. But the main thing is that this information is now available to everyone, including at the Panchayat level and to any worker who has worked. So, we have changed the whole system. It has other features also. Every asset is accessed.

Even if you do not give them a physical slip, I am sure most of them have mobile phones or something. If they do not have a phone, you can give a physical slip. At least, send a message to them saying that you worked for so many days and we owe you so much. At least, you can make that mandatory.”

## PART – II

### OBSERVATIONS / RECOMMENDATIONS OF THE COMMITTEE

#### 1. Increase of Funds under Mahatma Gandhi National Rural Employment Guarantee Scheme

The Committee note that MGNREG Scheme is a marquee scheme of the Government of India which is administered and supervised under the aegis of the Ministry of Rural Development (MoRD) by the Department of Rural Development (DoRD). Since the inception of MGNREG Scheme through the MGNREG Act in 2005 and its complete coverage of the country's rural landscape by 2008, the scheme has been a flagbearer of the Right based rural employment framework. The testimony to its worth has been vindicated by the submissions of the DoRD wherein its role in providing succor to the rural populace in times of distress and reverse migration during Covid mayhem has been duly acknowledged. In this context, budgetary allocation to MGNREGA for the financial year 2023-24 seems to be inadequate to cover all the expenditure bases of a scheme of such magnitude. Rs.60,000/- Crore has been allocated to MGNREGA Scheme at BE stage against the proposed demand of Rs.98,000/- Crore made by the Department of Rural Development (DoRD) for the Financial Year 2023-24. While BE for the Financial Year 2022-23 was Rs. 73,000/- Crore for MGNREGA Scheme, which got increased to Rs. 89,400/- Crore at the RE stage. The reduction in budgetary allocation under the scheme for the current financial year is puzzling and needs to be looked into. In this regard, the Committee agree with the contention of DoRD that MGNREG Scheme is a demand driven scheme and the budgetary resources for it can be replenished on need-basis. However, the pruning of funds at BE stage itself does

have a cascading effect on various important aspects such as timely release of wages, release of material share etc. which have a telling impact on the progress of the Scheme. The Committee feel that for smooth implementation of MGNREGA at ground level, shortage of fund is a big obstacle which does not augur well for the performance of the scheme. In view of the foregoing, the Committee recommend that DoRD should look into the issue of shortage of funds under MGNREGA pragmatically and seek requisite increase in the funds through proper demands from the Ministry of Finance for the effective implementation of the scheme. Moreover, the MoRD should also try to convince the Ministry of Finance to allocate budgetary grant to MGNREGA based on its expenditure pattern of previous years.

(Recommendation No. 1)

## **2. Delay in the Release of Funds**

The Committee find that availability of funds is one major aspect affecting the financial health of the scheme while the other area of equal importance is the often complained matter associated with the delay in the release of funds to the States. Proper implementation of the scheme totally hinges on the timely and adequate release of funds to all the States/UTs. Now the permissible works under MGNREGA have been widened further to include Natural Resource Management (NRM) works and hence the ambit of works under MGNREGA is further increasing day by day. However, on perusal of the information provided, Committee find that there are wage and material liabilities in respect of many of the States and UTs. In this regard, the Committee note the submission of DoRD that fund release is a continuous process and timely compliance of conditions by States for fund

release is the important requirement. If any State could not comply the conditions in a timeline, it leads to delay in release of funds. Further, it is noted that there are delays in material payment and DoRD is trying to devise systems whereby these delays are removed or minimized. In this regard, the Committee are of the view that whatever may be the reasons for non-release of funds, the sufferers remain the poor and down-trodden beneficiaries of MGNREGA. The Committee, therefore, call upon the DoRD to address the grey areas surrounding the timely release of funds under MGNREGA and spruce up their financial mechanisms for ensuring that obstacles in the path of seamless release of funds under MGNREGA are removed so that MGNREGA works/beneficiaries do not have to suffer. In this regard, the Committee recommend that DoRD should take up the matter of delays in compliance of conditions with every State and UT and ensure that the funds for both wage and material components are released to all States/UTs without any delays.

(Recommendation No. 2)

### **3. Increase in wages under MGNREGA**

The Committee note that Section 6 of the Act defines the wage rate and also provides that notwithstanding anything contained in the Minimum Wages Act, 1948, the Central Government, may by notification, specify the wage rate for the purposes of the Act which may be different for different areas. The provision further implies that the wages so notified shall not be less than the wages guaranteed under Minimum Wages Act for agricultural labourers. The Committee feel that the need for having a wage guaranteeing rural employment scheme of such a grand scale was emanated from the need of providing a sense of security

in terms of employment and wage to the poor people in rural areas who does not have any other job avenue to look forward to. The Ministry notifies the wage rates under MGNREGA for each State/UT at the beginning of each financial year. After going through the notified wage rates under MGNREGA over the period of years and during the ongoing financial year, the Committee find the range of wages to vary from as little as Rs.221/- in Madhya Pradesh and Chhattisgarh, Rs. 224/- in Arunachal Pradesh, Rs. 228/- in Bihar and Jharkhand to Rs. 354/- in the 3 Gram Panchayats of Sikkim (namely Gnathang, Lachung and Lachen), Rs. 328/- in Nicobar and Rs. 311/- in Andaman. Observing the quantum of wages since 2008, the Committee find the wages inadequate and not in consonance with the rising cost of living. At this juncture, the agricultural labourers and other labourers involved in masonry/miscellaneous works command a daily wage more than the wage guaranteed under MGNREGA. Perhaps, one of the reasons for the dearth of MGNREGA workers to be engaged in the works under MGNREGA, may be the insufficiency of the wage rates under MGNREGA. Workers would definitely engage themselves in such projects/works which could earn them a better remuneration. This is indeed an area of concern vis-à-vis the implementation of MGNREGA along with the fulfillment of noble objectives and the spirit behind the inception of such a social scheme. It has been also brought to the notice of the Committee that a Central Government Committee on minimum wages, Anoop Satpathy Committee had recommended that the wages under MGNREGA should be Rs.375/- per day. The need for suitable increase in the wages under MGNREGA has been felt and echoed from various quarters and also highlighted by this Committee in its earlier Reports. Therefore, the Committee once again recommend that DoRD should take

a considered view on the pertinent issue of suitable increase in the wage rates under MGNREGA and increase the wage rates at the earliest for benefitting MGNREGA beneficiaries in a befitting manner.

(Recommendation No. 3)

#### **4. Revision of Base Rate for fixation of Wages**

The Committee note that the Government of India notifies the wage rate under MNGREGA using Consumer Price Index for Agricultural Labour (CPI-AL) and by keeping the wage rates thus obtained on 1<sup>st</sup> April 2009 or Rs.100 whichever is more as the base for indexation for the States. Every year, wage rates are revised and notified by addition of incremental value to the base rate on the basis of CPI-AL. According to DoRD, this inflation is being accounted for based on the base rate of 2009. The Committee find this method of calculation using the base year of 2009-2010 obsolete and saturated to yield any desired figure commensurate with the present inflation and increased cost of living. It is felt that one of the probable mechanism to sort out the issue of lower wage rates can be achieved through the revision of base year and the base rates to a more closer time line alongwith increase in the base rate. The similar rationale was also proposed by the recommendation of the Mahendra Dev Committee while suggesting that the baseline for MGNREGA Wage indexation from 2014 may be current minimum wage rate for unskilled agricultural labourers fixed by the States under the Minimum Wage Act or the current MGNREGA wage rate, whichever is higher. Thus, in light of the above rationale, the Committee recommend DoRD to explore the feasibility of revising the base year and base rate in such a manner to bring in an appreciable hike in the wage rates under MGNREGA.

**5. Utilisation of a better inflation linked index**

The Committee note that the Consumer Price Index for Agricultural Labour (CPI-AL) is used by DoRD for calculating the revision of wage rates under MGNREGA at the start of each Financial Year. After scrutinising the pattern of increase in the wage rates under MGNREGA using the CPI-AL, the Committee feel that the current index was perhaps not sufficient to take into account the inflation during the time-period under study. The usage of such index has not reflected requisite quantum of hike in the MGNREGA wages. Both Mahendra Dev Committee and Dr. Nagesh Singh Committee have suggested that Consumer Price Index for Rural (CPI-Rural) may be considered as the appropriate index for protecting the wages against inflation as the consumption basket of CPI-R is of more recent vintage than CPI-AL. However, after going through the comparative data obtained from the DoRD regarding the wage rates under MGNREGA on the basis of CPI-AL and CPI-Rural for the ongoing financial year, the Committee find both the indexation resulting in almost similar wage rates for different States/UTs barring few fluctuations. In this regard, the Committee are of the view that DoRD should perhaps find a better approach to the problem of selecting a more suitable index for neutralising the inflationary effect at the time of revision of wage rates under MGNREGA. Hence, the Committee recommend that DoRD should adopt a much more economically viable method in identifying ways and means for the selection of an appropriate index which cater to the need of the hour for the positive revision of wage rates under MGNREGA according to the prevailing inflationary trend.

(Recommendation No. 5)

**6. Mitigation of delay in Payment of Wages**

The Committee note that the MGNREGA Act provides that the payment of wages should be done within fifteen days of the closure of muster rolls. However, the ground reality paints a stark picture contrary to the theoretical provision. The Committee have been enlightened time and again with this omnipresent issue of delay in payment of wages to the MGNREGA workers. Delving deep into the issue, the Committee, through their on-ground experiences and deliberations find that there are many reasons for delay in the payment of wages viz., delay/improper filling of Muster rolls, delayed release of Fund Transfer Orders, procedural hindrances at the ground level, non-adherence to provisions of MGNREGA for payment, etc. Instead of pointing to a single cause of concern, the Committee find that the reasons may vary place to place. Since the Committee feel that a holistic exercise need to be undertaken by the nodal agency, DoRD, to identify each issue separately and bring forward a stronger solution to deal with such issues, it is recommended that DoRD should get onboard all the stakeholders involved in the process of payment of wages to streamline the mechanism and ensure that MGNREGA beneficiaries do not suffer on account of delay in payment of wages any more.

(Recommendation No. 6)

**7. Issue of physical pay slips**

The Committee came across a suggestion during examination of the subject that the issue of physical slips to the MGNREGA beneficiaries may be very



practical and user friendly. It is an agreeable fact that much of the information can be accessed through Janmanrega app, but still the Committee feel that the end line consumers of this scheme are the labourers from rural background, not yet efficient in handling even smart phones and apps. Issuance of a physical pay slip denoting their details like number of days worked, amount to be paid, amount due till date will perhaps prove to be a greater sense of security for the psyche of MGNREGA labourers. Thus, the Committee recommend that DoRD should explore the feasibility of issuance of a physical pay slip enumerating the requisite details to the MGNREGA beneficiaries on completion of their work and the closure of Muster roll.

(Recommendation No. 7)

#### **8. Payment of Unemployment Allowance**

The Committee note that Section 7(1) of the MGNREGA Act, 2005 unambiguously outlines the terms and conditions for payment of unemployment allowance to the applicants who are not provided employment within fifteen days of the receipt of their applications seeking employment. The daily unemployment allowance will be at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year. The State Governments are liable to provide unemployment allowance subject to terms and conditions prescribed by them and as per their economic capacity. State Governments also need to make necessary budgetary provision for the payment of unemployment allowance. Perusal of State/UT-wise details of beneficiaries eligible for unemployment allowance and the beneficiaries who were paid unemployment allowance shows

that some States/UTs have not provided unemployment allowance during the period from 2018 to 2023. Since it is necessary to provide unemployment allowance to those beneficiaries who were not provided employment, the Committee recommend that DoRD should ensure all possible measures including taking up the matter at the highest level with the concerned States/UTs so that the State Governments do not fail in their statutory duties to provide the unemployment allowance to the MGNREGA beneficiaries.

(Recommendation No. 8)

#### **9. Payment of Delay Compensation**

The Committee note that the timely payment of delay compensation is another grey area in the implementation of the MGNREG scheme under the Act. Beneficiaries under MGNREGA are entitled to receive payment of compensation for the delay, at the rate of 0.05% of the unpaid wages per day of delay beyond the sixteenth day of the closure of Muster roll. During the course of examination of the subject, the Committee found that during the Financial Year 2022-23, Rs.93,82,436/- was approved amount but Rs.59,39,191/- was the paid amount under delay compensation. During the ongoing Financial Year 2023-24, as on 21.11.2023, Rs. 24,31,869/- is the approved amount, but only Rs.2,50,343/- has been paid so far under delay compensation. These figures themselves indicate the concerns raised by the MGNREGA beneficiaries who not only suffer from the delay in the payment of wages but are also bereft of their statutory solace in terms of payment of delay compensation. MGNREGA scheme is the brainchild of the Central Government and has been a pioneer social welfare scheme aimed at the upliftment of rural population who have no other work for livelihood. The scheme derives its

authority from the statutory wordings of the Act notified in 2005. Being an Act of Parliament, the DoRD is its custodian and compliance of all the provisions by the executing agencies needs to be strictly monitored and reviewed upon on regular basis. In wake of such existing gap between the provisions in the Act and its actual implementation on the ground level, the Committee recommend DoRD to engage in active communication with all the departments/governing bodies of the States/UTs for ensuring timely and stricter compliance with the payment of delay compensation to the suffering beneficiaries under MGNREGA.

(Recommendation No. 9)

#### **10. Aadhar Based Payment Bridge System (APBS)**

The Committee appreciate the efforts being undertaken by the DoRD in switching to completely Aadhar Based Payment System for the beneficiaries under MGNREGA. The aim to bring in greater transparency and reduce misappropriation of funds through the usage of technology is a welcome step and perhaps the need of the hour. There have been reported cases of non-seeding of Aadhar numbers of all the active job card holders, primarily due to pending cases of NPCI mapping. As on 21.11.2023, 14.12% of total job card holders are not Aadhar enabled under MGNREGA. Moving over the technical aspect, there are practical constraints being faced by MGNREGA beneficiaries such as non-working of their Aadhar numbers, KYC compliance, ignorance about the linkage of Aadhar with their bank account etc. One should always remember that the target community of MGNREGA are mainly less educated, technologically challenged and having less fiscal management know-how. Therefore, the Committee feel that any mechanism to be activated needs to take care of all the mushrooming challenges and till the time all

the major bottlenecks associated with Aadhar Based Payment Bridge System are not tackled sufficiently, including creation of awareness among the MGNREGA beneficiaries, the system should not be made mandatory. Alternative mechanism should always operate side by side to ensure that the primary goal of MGNREGA to provide wages does not get defeated due to lack of proper implementation of technology. Hence, the Committee recommend to DoRD to strike a fine balance between the usage of technology for payment and ironing out the flaws associated with it, while ensuring that wages are paid timely to MGNREGA workers and they are not mandated with Aadhar compliance till the mechanism is made foolproof.

(Recommendation No. 10)

#### **11. National Mobile Monitoring System (NMMS)**

One of the other major initiative undertaken by DoRD to usher in greater transparency and accountability with the aid of technology is the usage of National Mobile Monitoring System (NMMS) app for capturing of attendance at work site. The Committee note that from 1<sup>st</sup> January, 2023 onwards, the workers under MGNREGA are supposed to capture their Geotagged two time stamped photographs in a day for marking their attendance. On the basis of the uploading of photographs, the attendance is counted and Muster rolls are accordingly generated. Although much water has flown under the bridge by now since the initiation of this mechanism, still there are few teething issues which remain to be addressed due to which workers on ground are facing obstacles in marking their attendance resulting in non-payment for the work actually done by them. The Committee have been enlightened on different occasions through credible sources and also through the insight gained from the study visits to different parts of the

country that NMMS app, though a right step in eradicating malpractices to certain extent, still has a long way to go in terms of its execution. The reliability of MGNREGA beneficiaries on other persons with smart phones once again brings in the involvement and dependence upon a third party. Beneficiaries from various corners of the country have still expressed their inability to mark attendance on account of non-availability of smart phones, internet connectivity issues, boundation to remain at the site even after the work is completed for marking attendance to name a few. The Committee, once again are of the view that technology should always smoothen the passage and not turn out to be a dampener when its use is made mandatory. The larger intent of MGNREGA should always be achieved in terms of rural-employment and till the time all the stakeholders, in this case, the MGNREGA beneficiaries, are not brought on board and acquainted with the usage, some other alternative should also remain in position for marking the attendance. So, the Committee recommend that DoRD should create awareness and provide facilities to the MGNREGA beneficiaries to get them acclimatized with the usage of the NMMS App while keeping in vogue a robust alternative mechanism also till that time.

(Recommendation No. 11)

#### **12. Issue of Fake Job Cards**

The Committee have been witnessing since the inception of the scheme under MGNREGA, one major calamitous factor, that despite good efforts of the DoRD, remains as a thorn in the implementations of the scheme being that of the prevalence of fake job cards. This is a major reason for irregularity in the implementation of scheme, which deprives the genuine beneficiaries from their

dues, and acts as a tool for diverting funds. Experts and people in the know-how of things associated with MGNREGA along with the experience of Members have brought this issue before the Committee on numerous occasions. The Committee also note that Section 25 of the Act states that contravention of the provision of the Act shall on conviction attract a fine which may extend to one thousand rupees. In-arguably, several provisions for proper implementation have been provided in the Act. However inspite of the presence of such provisions, the open secret of fake job cards afflicting the schemes' intent is a major cause for concern. DoRD have been consistently endeavouring to streamline and bring greater transparency in the execution of MGNREGA at ground level which has not gone unnoticed. However, still rogue actors at ground level devise means to bypass the system and through their shrewd connivance with similar mindset characters flourish in their wrongful acts. The Committee after their deliberations recommend DoRD that a holistic review of the mechanism surrounding the issue of job cards be undertaken to weed out the glaring loopholes with the correct usage of technology. This may be done through use of smart cards or biometric cards, anything which the DoRD may find practical and robust enough not to be forged or duplicated. Moreover, penal provisions in the Act may also be augmented by seeking proper amendments and stricter monitoring may be ensured.

(Recommendation No. 12)

### **13. Increase in number of days of work**

The Committee find that the number of permissible works under MGNREGA has increased to 266. Also, the RE sought by DoRD for the ongoing Financial Year 2023-24 is Rs.1,10,000 crore. These aspects only strengthen the opinion that

demand for work under MGNREGA has not diminished. Hence, the Committee find the demand from various quarters for raising the guaranteed number of days of work under MGNREGA from 100 to possibly 150 merits due weightage. The rationale behind such demand stems from the fact that the population of the country has been rising since the inception of MGNREGA in 2006 and so has the ambit of works under MGNREGA. By tweaking the nature of works and carrying out suitable convergence of MGNREGA with other schemes of Central/State, the expenditure on labour force required for various projects can be better channelized and utilised. Dovetailing of labour oriented projects such as PMGSY, PMAY-G with MGNREGA can only be a win-win situation. On this premise, the Committee opine that the scale of MGNREGA can be fine tuned by utilizing its labour force through proper mechanism. Increasing the guaranteed number of days shall act as an incentive to work under MGNREGA. Thus, the Committee recommend to DoRD to look into the issue with practical approach and undertake a study for reviewing the need and justifications for increasing the number of guaranteed days of work under MGNREGA from present 100 days to 150 days and necessary action may be taken according to the outcome of the study.

(Recommendation No. 13)

#### **14. Separate Job Card for Differently Abled person in the family**

A very important suggestion which came before the Committee was that of issuance of a separate job card for a differently abled person in a household. The Committee were briefed about the need and importance of a separate job card to cater to the livelihood of a differently abled person. Normally, one job card is issued to a willing worker from a household. However, there are cases, wherein a

family also comprises of a differently abled person, who can also undertake work under MGNREGA. Keeping in view that the range of MGNREGA works has diversified in much larger way and there is a hope of providing employment to differently abled persons according to their abilities. The plight and prayers of a differently abled person to live an esteemed life is oblivious to no one. The welfare nature of MGNREGA Scheme will perhaps not require much breaking away from the mould to open up its domain to also include the differently abled persons of the rural areas as a separate entity. This provisioning shall go a long way in empowering our disabled section of the population who have all the rights and wherewithal to compete and live life on equal terms with others. Therefore, the Committee implore upon the DoRD to take up this recommendation on humane grounds and make the scheme under MGNREGA 'Disabled Friendly' by providing them a separate Right to work and live with their heads high.

(Recommendation No. 14)

#### **15. Social Audits under MGNREGA**

The Committee find Section 17 of the MGNREGA Act, 2005 as a unique tool of check and balance in the implementation of the scheme at ground level. One of the best mechanism that is already ingrained in the statute itself perhaps reveal the intent to keep the scheme under a tight leash of monitoring. Section 17(2) of the Act mandates that the Gram Sabha shall conduct regular social audits of all the projects under the scheme taken up within the Gram Panchayat. The Committee further find that during the current financial year, as on 20.11.2023, only 32.19% of the 2,56,254 Gram Panchayats planned for audit at least once in a



financial year had been audited. During 2022-23, 69.48% of the planned 2,39,265 GPs, 51.78% of 2,04,608 of the planned GPs in 2021-22 and only 14.02% of the 79,312 planned GPs in 2020-21 were audited at least once in the Financial Year. The figures themselves reveal the sorry state of affairs in this regard. Needless to say that Section 17 of the Act is not being complied with in letter and spirit for various reasons. It has been revealed that the State of Goa, UTs of Ladakh, Andaman and Nicobar, Lakshadweep, Puducherry, the Dadra & Nagar Haveli and Daman and Diu are yet to establish a Social Audit Unit in the State/UT to facilitate conducting of social audits by the Gram Sabha. Thus, setting up of a Social Audit Unit is a pre-requisite which needs to be mandatorily done. The Committee feel that such an important aspect of the scheme should not remain neglected/non-complied with at the grass root level. Conducting of timely social audits not only ensures the transparency in expenditure of funds at the Gram Panchayat level but is also a tool to recover the misappropriated funds reported after audit. The reports of social audits in public domain would only work to augment the confidence of the MGNREGA beneficiaries in the scheme. Moreover, it is also utmost necessary to bring within the ambit the other agencies also who are entrusted with carrying out MGNREGA works other than through GPs. Therefore, the Committee recommend the DoRD to ensure the independent establishment and functioning of Social Audit Units in each State/UT to carry out the mandatory social audits under MGNREGA as per the Act while publishing their audit reports in public domain. Efforts should also be taken to bring the other agencies also under the ambit of social audit. If necessary, necessary amendments to MGNREG

Act may be considered for incorporating penal provisions in case non-auditing of MGNREGA accounts.

(Recommendation No. 15)

**16. Release of timely funds to Social Audit Units**

The Committee further note that as per the provision under the MGNREGA Act, 2005, out of the States' entitlement of 6% towards administrative expenditure, up to 0.5% shall be earmarked for the State's social audit. However, it has been widely reported and also brought to the notice of the Committee that one of the reasons being cited for non-timely conduct of social audits in the States/UTs is that of non-release of earmarked funds. Due to paucity of funds, the Social Audit Units are not able to manage their operational costs leading to non-implementation of a mandatory provision in the Act, that of Conduct of Social Audit. From the details of the current financial year, the Committee observe that 1<sup>st</sup> Tranche of fund release (1<sup>st</sup> installment) has been released for 15 States while fund release 1<sup>st</sup> tranche (1<sup>st</sup> & 2<sup>nd</sup> installment) has been released to 3 States only. From few States, proposals are yet to be received while some have sent incomplete proposals. The situation aptly reflects that there exists some administrative/bureaucratic impediment due to which either procedural formalities are not being taken care of seriously at the State/UT level or there exists unexplained glitches in overseeing the set up and conduct of smooth social audit units. The Committee therefore feel that DoRD should look into this glaring aspect with alacrity and rectify the anomalies that might have crept in the implementation of such an important component of the scheme for want of timely release of funds.

Hence, the Committee recommend the DoRD to ensure that the provision of social audit is implemented in totality and does not suffer due to lack of funds.

(Recommendation No. 16)

#### **17. Grievance Redressal Mechanism under MGNREGA**

The Committee are of the opinion that MGNREG Scheme is such a large scheme in terms of its geographical coverage and paraphernalia involved in its implementation that there cannot be any escape from the reporting of grievances by the beneficiaries at some or the other level. Thus, it becomes imperative that the Section 19 of the MGNREGA Act, 2005, which entails that the State Government shall, by rules, determine appropriate grievance redressal mechanisms at the Block and the District level for dealing with any complaint by any person in respect of implementation of the scheme and lay down the procedure for disposal of such complaints, is followed scrupulously without any laxity. In this regard, the Committee note that a complaint register is needed to be maintained at Gram Panchayat level. Moreover, Para 30 of the Schedule I of the MGNREGA Act also mandates the appointment of Ombudsman for each district to look into the grievances, enquire and post awards. There are still districts having no Ombudsman. The Committee appreciate the provision of Online Central Portal Grievance Redressal Mechanism System (CPGRAMS) of the Ministry. However, looking at the target population of MGNREGA beneficiaries, the Committee are still of the view that physical setups for hearing one to one grievances of the MGNREGA beneficiaries will serve much better for the technologically challenged MGNREGA beneficiaries. Thus, the Committee recommend to DoRD to create awareness for the usage of CPGRAMS in a better way while ensuring that there is

stricter compliance of Section 19 of the Act and appropriate mechanism is set up at Gram Panchayat/Block/District levels along with mandatory presence of an Ombudsperson in each district. Moreover, DoRD should take steps for creating awareness among the rural population about the availability of complaint register at Gram Panchayat level and the existence of ombudsman in each district who can be approached in case of non-resolving of their complaints.

(Recommendation No. 17)

#### **18. Robust Monitoring System**

Strong monitoring mechanism is an essential requirement for the success of any scheme of the Government and to achieve the desired target. The Committee having deliberated upon the subject feel that MGNREGA is a welfare oriented scheme which has its intention at right places aimed at providing last recourse to the downtrodden masses of rural populace who look at it with the sense of hope and credence. No other scheme of rural poverty alleviation derives its strength from the statutory provisions. Thus, it becomes all the more important that the scheme does not fare poorly for reasons of weak monitoring system. DoRD have elaborated upon the various steps being taken by them to ensure compliance, accountability and ushering in of greater transparency in the implementation of the scheme. However, the Committee also note that the implementing body of the Scheme are States/UTs and the GPs to be precise at the grass root level. In this context, the Committee expect DoRD to maintain and strengthen all its monitoring modules for sustained progress of the scheme in terms of achievement of its physical and financial targets. Whether it be the wrong usage of machinery instead of MGNREGA workers or the issue of fake job cards

etc., there can be widespread instances associated with MGNREGA which require stricter surveillance and redressal. Therefore, the Committee recommend that DoRD should keep on reviewing and upgrading their monitoring mechanism of MGNREGA in such a way so that the scheme benefits its targeted beneficiaries with the right outcome.

(Recommendation No. 18)

**NEW DELHI**  
**07 February, 2023**  
**18 Magha, 1945 (Saka)**

**JANARDAN MISHRA**  
***Acting Chairperson***  
**Standing Committee on Rural Development &**  
**Panchayati Raj**

**Annexure - I**

State/UT-wise details of households demanded employment, employment offered to households and households availed employment under Mahatma Gandhi NREGS from financial year 2020-21 to current financial year 2023-24 (as on 21.11.2023) (Figure in Lakh)

Sl. No.	States/UTs	Financial Year 2023-24 (as on 21.11.2023)		
		Households demanded employment	Employment offered to households	Households availed employment
1	Andhra Pradesh	48.54	48.50	44.46
2	Arunachal Pradesh	2.38	2.37	2.20
3	Assam	20.38	20.36	19.06
4	Bihar	43.40	43.33	37.86
5	Chhattisgarh	22.92	22.91	20.51
6	Goa	0.02	0.02	0.02
7	Gujarat	9.80	9.76	8.40
8	Haryana	3.62	3.60	3.01
9	Himachal Pradesh	5.49	5.49	4.80
10	Jammu And Kashmir	4.68	4.65	4.13
11	Jharkhand	21.36	21.35	18.52
12	Karnataka	29.08	28.69	26.62
13	Kerala	14.32	14.32	13.63
14	Ladakh	0.29	0.29	0.27
15	Madhya Pradesh	38.25	38.11	33.03
16	Maharashtra	20.28	20.23	17.91
17	Manipur	3.52	3.50	3.21
18	Meghalaya	4.43	4.43	4.18
19	Mizoram	2.18	2.18	2.17
20	Nagaland	4.09	4.07	4.04
21	Odisha	31.98	31.95	29.31
22	Punjab	8.74	8.73	7.61
23	Rajasthan	58.37	58.35	53.71
24	Sikkim	0.60	0.60	0.57
25	Tamil Nadu	68.60	68.60	66.97
26	Telangana	25.12	25.11	22.12
27	Tripura	5.88	5.88	5.72
28	Uttar Pradesh	66.31	66.25	59.70
29	Uttarakhand	3.99	3.98	3.67
30	West Bengal	0.09	0.09	0.08
31	Andaman And Nicobar	0.03	0.03	0.02
32	Dadra And Nagar Haveli And Daman And Diu	0.00	0.00123	0.00003
33	Lakshadweep	0.00	0.00	0.00
34	Puducherry	0.54	0.54	0.49
Total		569.30	568.30	518.00
As per NREGASoft				

Sl. No.	States/UTs	Financial Year 2022-23		
		Households demanded employment	Employment offered to households	Households availed employment
1	Andhra Pradesh	53.54	53.51	45.84
2	Arunachal Pradesh	2.77	2.77	2.71
3	Assam	25.07	25.06	23.03
4	Bihar	58.19	58.10	50.15
5	Chhattisgarh	29.30	29.30	25.74
6	Goa	0.04	0.04	0.04
7	Gujarat	12.49	12.46	10.30
8	Haryana	3.70	3.70	3.08
9	Himachal Pradesh	6.89	6.89	6.47
10	Jammu And Kashmir	7.54	7.52	7.07
11	Jharkhand	24.15	24.14	20.65
12	Karnataka	32.72	32.16	29.59
13	Kerala	16.31	16.31	15.51
14	Ladakh	0.34	0.34	0.34
15	Madhya Pradesh	53.13	53.02	45.18
16	Maharashtra	23.92	23.85	21.21
17	Manipur	3.88	3.87	3.61
18	Meghalaya	4.96	4.96	4.79
19	Mizoram	2.16	2.16	2.16
20	Nagaland	4.26	4.26	4.21
21	Odisha	37.78	37.76	33.38
22	Punjab	9.72	9.71	8.46
23	Rajasthan	68.26	68.25	63.46
24	Sikkim	0.63	0.63	0.60
25	Tamil Nadu	67.71	67.71	65.67
26	Telangana	32.75	32.73	27.35
27	Tripura	5.83	5.83	5.58
28	Uttar Pradesh	77.51	77.42	70.18
29	Uttarakhand	5.36	5.35	5.01
30	West Bengal	18.99	18.97	16.29
31	Andaman And Nicobar	0.06	0.06	0.05
32	Dadra And Nagar Haveli And Daman And Diu	0.00	0.00	0.00
33	Lakshadweep	0.00	0.00	0.00
34	Puducherry	0.49	0.49	0.42
Total		690.45	689.32	618.13
As per NREGASoft				

Sl. No.	States/UTs	Financial Year 2021-22		
		Households demanded employment	Employment offered to households	Households availed employment
1	Andhra Pradesh	54.99	54.85	46.81
2	Arunachal Pradesh	2.66	2.66	2.59
3	Assam	29.45	29.45	27.36
4	Bihar	58.29	58.22	47.78
5	Chhattisgarh	31.90	31.90	28.54
6	Goa	0.03	0.03	0.03
7	Gujarat	15.36	15.34	11.43
8	Haryana	4.73	4.73	4.04
9	Himachal Pradesh	7.43	7.43	7.07
10	Jammu And Kashmir	7.66	7.66	7.25
11	Jharkhand	28.45	28.44	25.01
12	Karnataka	36.81	36.18	33.85
13	Kerala	17.47	17.47	16.45
14	Ladakh	0.32	0.32	0.32
15	Madhya Pradesh	61.67	61.60	51.74
16	Maharashtra	22.55	22.50	20.36
17	Manipur	5.61	5.61	5.57
18	Meghalaya	5.43	5.43	5.34
19	Mizoram	2.12	2.12	2.12
20	Nagaland	4.20	4.18	4.14
21	Odisha	40.66	40.65	34.75
22	Punjab	9.79	9.78	8.75
23	Rajasthan	76.06	76.05	70.80
24	Sikkim	0.66	0.66	0.63
25	Tamil Nadu	69.89	69.89	67.86
26	Telangana	28.94	26.44	28.98
27	Tripura	6.01	6.01	5.93
28	Uttar Pradesh	89.17	89.12	77.63
29	Uttarakhand	6.11	6.11	5.73
30	West Bengal	80.35	80.35	75.97
31	Andaman And Nicobar	0.06	0.06	0.05
32	Dadra And Nagar Haveli And Daman And Diu	0.00	0.00	0.00
33	Lakshadweep	0.00	0.00	0.00
34	Puducherry	0.45	0.45	0.38
Total		805.31	801.69	725.28
As per NREGASoft				



Sl. No.	State/UTs	Financial Year 2020-21		
		Households demanded employment	Employment offered to households	Households availed employment
1	Andhra Pradesh	51.22	51.17	47.72
2	Arunachal Pradesh	2.35	2.34	2.26
3	Assam	27.18	27.18	25.10
4	Bihar	61.71	61.62	50.67
5	Chhattisgarh	34.53	34.53	30.60
6	Goa	0.04	0.04	0.04
7	Gujarat	14.11	14.09	11.34
8	Haryana	5.23	5.22	4.57
9	Himachal Pradesh	6.73	6.73	6.37
10	Jammu And Kashmir	8.09	8.08	7.49
11	Jharkhand	32.13	32.12	25.38
12	Karnataka	32.96	32.35	30.15
13	Kerala	17.65	17.65	16.17
14	Ladakh	0.33	0.33	0.32
15	Madhya Pradesh	66.00	65.95	55.27
16	Maharashtra	18.84	18.79	16.84
17	Manipur	5.52	5.52	5.47
18	Meghalaya	5.43	5.43	5.36
19	Mizoram	2.14	2.14	2.14
20	Nagaland	3.96	3.95	3.92
21	Odisha	44.58	44.57	37.49
22	Punjab	10.82	10.81	9.53
23	Rajasthan	80.58	80.56	75.43
24	Sikkim	0.67	0.67	0.65
25	Tamil Nadu	68.29	68.28	66.49
26	Telangana	35.01	35.08	31.11
27	Tripura	5.94	5.94	5.86
28	Uttar Pradesh	120.58	120.52	94.06
29	Uttarakhand	6.90	6.90	6.54
30	West Bengal	84.29	84.28	79.65
31	Andaman And Nicobar	0.09	0.09	0.08
32	Dadra And Nagar Haveli And Daman And Diu	0.00	0.00	0.00
33	Lakshadweep	0.00	0.00	0.00
34	Puducherry	0.54	0.54	0.48
Total		854.43	853.47	754.56
As per NREGASoft				

**Annexure - II**

State/UT-wise details of households availed employment and households completed 100 days of employment and percentage of households who completed 100 days of employment under Mahatma Gandhi NREGS from financial year 2020-21 to current financial year 2023-24 (as on 21.11.2023)

Sl. No.	States/UTs	Financial Year 2023-24 (as on 21.11.23)		
		Households availed employment	Households completed 100 days of employment	Percentage of households who completed 100 days of employment
1	Andhra Pradesh	4445874	204003	4.59%
2	Arunachal Pradesh	220267	192	0.09%
3	Assam	1906239	6178	0.32%
4	Bihar	3785661	10210	0.27%
5	Chhattisgarh	2051138	40342	1.97%
6	Goa	1631	0	0.00%
7	Gujarat	840312	10658	1.27%
8	Haryana	301220	793	0.26%
9	Himachal Pradesh	480141	2216	0.46%
10	Jammu And Kashmir	413022	2624	0.64%
11	Jharkhand	1852083	48189	2.60%
12	Karnataka	2662325	23898	0.90%
13	Kerala	1362883	39314	2.88%
14	Ladakh	26660	78	0.29%
15	Madhya Pradesh	3303047	30830	0.93%
16	Maharashtra	1790880	88616	4.95%
17	Manipur	320802	1	0.00%
18	Meghalaya	417570	5890	1.41%
19	Mizoram	216944	0	0.00%
20	Nagaland	403975	16	0.00%
21	Odisha	2931162	175392	5.98%
22	Punjab	760653	3317	0.44%
23	Rajasthan	5370551	67243	1.25%
24	Sikkim	56574	1424	2.52%
25	Tamil Nadu	6697066	157308	2.35%
26	Telangana	2212445	21635	0.98%
27	Tripura	572091	31252	5.46%
28	Uttar Pradesh	5970444	136885	2.29%
29	Uttarakhand	366553	4464	1.22%
30	West Bengal	7598	0	0.00%
31	Andaman And Nicobar	2362	13	0.55%
32	Dadra And Nagar Haveli And Daman And Diu	0	0	0
33	Lakshadweep	61	0	0.00%
34	Puducherry	49398	6	0.01%
Total		51799632	1112987	2.15%
As per NREGASoft				

Sl. No.	States/UTs	Financial Year 2022-23		
		Households availed employment	Households completed 100 days of employment	Percentage of households who completed 100 days of employment
1	Andhra Pradesh	4584226	259708	5.67%
2	Arunachal Pradesh	271180	5739	2.12%
3	Assam	2303075	21512	0.93%
4	Bihar	5015397	39680	0.79%
5	Chhattisgarh	2574210	351297	13.65%
6	Goa	3686	55	1.49%
7	Gujarat	1029762	16981	1.65%
8	Haryana	308023	3447	1.12%
9	Himachal Pradesh	646771	50770	7.85%
10	Jammu And Kashmir	706715	9945	1.41%
11	Jharkhand	2064709	73593	3.56%
12	Karnataka	2959090	31676	1.07%
13	Kerala	1551271	449638	28.99%
14	Ladakh	33797	1161	3.44%
15	Madhya Pradesh	4518276	94793	2.10%
16	Maharashtra	2120815	138865	6.55%
17	Manipur	360814	64	0.02%
18	Meghalaya	479281	66772	13.93%
19	Mizoram	216082	99059	45.84%
20	Nagaland	420772	72	0.02%
21	Odisha	3337821	417763	12.52%
22	Punjab	845931	13534	1.60%
23	Rajasthan	6345857	453511	7.15%
24	Sikkim	60053	4509	7.51%
25	Tamil Nadu	6566616	390333	5.94%
26	Telangana	2734754	33874	1.24%
27	Tripura	558313	49777	8.92%
28	Uttar Pradesh	7017582	497080	7.08%
29	Uttarakhand	501259	20951	4.18%
30	West Bengal	1629434	1618	0.10%
31	Andaman And Nicobar	4656	58	1.25%
32	Dadra And Nagar Haveli And Daman And Diu	0	0	0
33	Lakshadweep	99	4	4.04%
34	Puducherry	42309	7	0.02%
Total		61812636	3597846	5.82%
As per NREGASoft				

Sl. No.	States/UTs	Financial Year 2021-22		
		Households availed employment	Households completed 100 days of employment	Percentage of households who completed 100 days of employment
1	ANDHRA PRADESH	4681031	469070	10.02%
2	ARUNACHAL PRADESH	259426	6873	2.65%
3	ASSAM	2735676	51954	1.90%
4	BIHAR	4777592	21797	0.46%
5	CHHATTISGARH	2854135	555490	19.46%
6	GOA	3322	15	0.45%
7	GUJARAT	1143478	38695	3.38%
8	HARYANA	403747	11041	2.73%
9	HIMACHAL PRADESH	706799	80475	11.39%
10	JAMMU AND KASHMIR	724522	23626	3.26%
11	JHARKHAND	2501246	88483	3.54%
12	KARNATAKA	3385143	176228	5.21%
13	KERALA	1645183	512822	31.17%
14	LADAKH	32239	1433	4.44%
15	MADHYA PRADESH	5174059	205105	3.96%
16	MAHARASHTRA	2035708	174088	8.55%
17	MANIPUR	556574	1859	0.33%
18	MEGHALAYA	533959	201397	37.72%
19	MIZORAM	212105	67370	31.76%
20	NAGALAND	414367	17	0.00%
21	ODISHA	3474989	457710	13.17%
22	PUNJAB	875043	24053	2.75%
23	RAJASTHAN	7080377	991738	14.01%
24	SIKKIM	63483	5128	8.08%
25	TAMIL NADU	6785835	223919	3.30%
26	TELANGANA	2898125	328522	11.34%
27	TRIPURA	593133	109217	18.41%
28	UTTAR PRADESH	7762794	584519	7.53%
29	UTTARAKHAND	573315	30944	5.40%
30	WEST BENGAL	7597460	471136	6.20%
31	ANDAMAN AND NICOBAR	4813	12	0.25%
32	Dadra And Nagar Haveli And Daman And Diu	0	0	0
33	LAKSHADWEEP	24	0	0.00%
34	PUDUCHERRY	38383	13	0.03%
Total		72528085	5914749	8.16%
As per NREGASoft				

Sl. No.	State/UTs	Financial Year 2020-21		
		Households availed employment	Households completed 100 days of employment	Percentage of households who completed 100 days of employment
1	Andhra Pradesh	4771813	864707	18.12%
2	Arunachal Pradesh	225798	4184	1.85%
3	Assam	2510215	71268	2.84%
4	Bihar	5067131	34754	0.69%
5	Chhattisgarh	3060422	611987	20.00%
6	Goa	4169	10	0.24%
7	Gujarat	1134188	17237	1.52%
8	Haryana	456965	14077	3.08%
9	Himachal Pradesh	636629	89168	14.01%
10	Jammu And Kashmir	749251	22700	3.03%
11	Jharkhand	2537586	114384	4.51%
12	Karnataka	3015363	239535	7.94%
13	Kerala	1617425	470410	29.08%
14	Ladakh	32415	1281	3.95%
15	Madhya Pradesh	5526936	322434	5.83%
16	Maharashtra	1684216	136809	8.12%
17	Manipur	547245	4365	0.80%
18	Meghalaya	536415	174369	32.51%
19	Mizoram	213737	178416	83.47%
20	Nagaland	392310	48	0.01%
21	Odisha	3748517	417446	11.14%
22	Punjab	953318	27779	2.91%
23	Rajasthan	7542536	1231428	16.33%
24	Sikkim	64819	6271	9.67%
25	Tamil Nadu	6649424	178690	2.69%
26	Telangana	3110883	342128	11.00%
27	Tripura	585583	115869	19.79%
28	Uttar Pradesh	9405926	777007	8.26%
29	Uttarakhand	654041	47791	7.31%
30	West Bengal	7964988	678633	8.52%
31	Andaman And Nicobar	7728	311	4.02%
32	Dadra And Nagar Haveli And Daman And Diu	0	0	0.00%
33	Lakshadweep	73	2	2.74%
34	Puducherry	47917	42	0.09%
Total		75455982	7195540	9.54%
As per NREGASoft				

**Annexure - III**

State/UT-wise details of social audit conducted under Mahatma Gandhi NREGS during financial years 2023-24 (as on 20.11.2023).						
Sl. No.	States/UTs	Financial Years 2023-24 (as on 20.11.2023).				
		Number of GPs	Number of GPs planned for audit at least once in financial year	Percentage of GPs planned for audit at least once in financial year	Number of GPs audited at least once in financial year	Percentage of GPs audited at least once in financial year
1	Andhra Pradesh	13,478	13,478	100.00%	7,050	52.31%
2	Arunachal Pradesh	2,111	1,519	71.96%	227	10.75%
3	Assam	2,661	2,649	99.55%	1,001	37.62%
4	Bihar	8,383	8,064	96.19%	5,495	65.55%
5	Chhattisgarh	11,666	11,150	95.58%	2,936	25.17%
6	Goa	191	0	0.00%	0	0.00%
7	Gujarat	14,272	14,245	99.81%	8,548	59.89%
8	Haryana	6,245	3,518	56.33%	0	0.00%
9	Himachal Pradesh	3,616	3,615	99.97%	1,680	46.46%
10	Jammu and Kashmir	4,319	4,314	99.88%	2,837	65.69%
11	Jharkhand	4,388	4,261	97.11%	17	0.39%
12	Karnataka	5,957	5,951	99.90%	283	4.75%
13	Kerala	941	941	100.00%	941	100.00%
14	Ladakh	193	98	50.78%	0	0.00%
15	Madhya Pradesh	23,011	23,011	100.00%	408	1.77%
16	Maharashtra	28,346	28,344	99.99%	2,309	8.15%
17	Manipur	3,150	1,278	40.57%	3	0.10%
18	Meghalaya	6,406	6,400	99.91%	4	0.06%
19	Mizoram	874	700	80.09%	154	17.62%
20	Nagaland	1,279	1,274	99.61%	290	22.67%
21	Odisha	6,794	6,794	100.00%	4,966	73.09%
22	Punjab	13,317	8,174	61.38%	3,422	25.70%
23	Rajasthan	11,310	11,305	99.96%	3,959	35.00%
24	Sikkim	199	199	100.00%	28	14.07%
25	Tamil Nadu	12,525	12,524	99.99%	616	4.92%
26	Telangana	12,771	12,771	100.00%	5,389	42.20%
27	Tripura	1,176	1,176	100.00%	201	17.09%
28	Uttar Pradesh	58,543	57,377	98.01%	33,190	56.69%
29	Uttarakhand	7,796	7,785	99.86%	789	10.12%
30	West Bengal	3,339	3,339	100.00%	0	0.00%
31	Andaman and Nicobar	77	0	0.00%	0	0.00%
32	Dadra and Nagar Haveli and Daman and Diu	20	0	0.00%	0	0.00%

33	Lakshadweep	10	0	0.00%	0	0.00%
34	Puducherry	108	0	0.00%	0	0.00%
Total		2,69,472	2,56,254	95.09%	86,743	32.19%
As per NREGASoft						Page 1 of 4

State/UT-wise details of social audit conducted under Mahatma Gandhi NREGS						
Sl. No.	States/UTs	Financial Years 2022-23				
		Number of GPs	Number of GPs planned for audit at least once in financial year	Percentage of GPs planned for audit at least once in financial year	Number of GPs audited at least once in financial year	Percentage of GPs audited at least once in financial year
1	Andhra Pradesh	13,478	13,476	99.99%	13,155	97.60%
2	Arunachal Pradesh	2,111	1,003	47.51%	397	18.81%
3	Assam	2,661	2,649	99.55%	2,648	99.51%
4	Bihar	8,385	8,064	96.17%	7,814	93.19%
5	Chhattisgarh	11,666	11,480	98.41%	4,506	38.63%
6	Goa	191	0	0.00%	0	0.00%
7	Gujarat	14,272	14,217	99.61%	13,746	96.31%
8	Haryana	6,252	5,001	79.99%	629	10.06%
9	Himachal Pradesh	3,616	2,624	72.57%	2,586	71.52%
10	Jammu and Kashmir	4,319	4,291	99.35%	4,290	99.33%
11	Jharkhand	4,388	4,263	97.15%	508	11.58%
12	Karnataka	5,999	5,956	99.28%	5,924	98.75%
13	Kerala	941	941	100.00%	936	99.47%
14	Ladakh	193	136	70.47%	0	0.00%
15	Madhya Pradesh	23,011	23,003	99.97%	22,845	99.28%
16	Maharashtra	28,346	12,986	45.81%	1,224	4.32%
17	Manipur	3,150	1,558	49.46%	1,403	44.54%
18	Meghalaya	6,406	6,391	99.77%	310	4.84%
19	Mizoram	874	610	69.79%	714	81.69%
20	Nagaland	1,279	768	60.05%	390	30.49%
21	Odisha	6,794	6,794	100.00%	6,165	90.74%
22	Punjab	13,317	6,402	48.07%	6,612	49.65%
23	Rajasthan	11,320	11,291	99.74%	11,186	98.82%
24	Sikkim	199	186	93.47%	106	53.27%
25	Tamil Nadu	12,525	12,524	99.99%	11,895	94.97%
26	Telangana	12,771	12,770	99.99%	4,321	33.83%
27	Tripura	1,176	1,176	100.00%	1,176	100.00%
28	Uttar Pradesh	58,624	57,589	98.23%	57,022	97.27%
29	Uttarakhand	7,801	7,777	99.69%	1,475	18.91%
30	West Bengal	3,339	3,339	100.00%	3,339	100.00%
31	Andaman and Nicobar	77	0	0.00%	0	0.00%
32	Dadra and Nagar Haveli and Daman and Diu	20	0	0.00%	0	0.00%

33	Lakshadweep	10	0	0.00%	0	0.00%
34	Puducherry	108	0	0.00%	0	0.00%
Total		2,69,619	2,39,265	88.74%	1,87,322	69.48%
As per NREGASoft						Page 2 of 4

State/UT-wise details of social audit conducted under Mahatma Gandhi NREGS						
Sl. No.	States/UTs	Financial Years 2021-22				
		Number of GPs	Number of GPs planned for audit at least once in financial year	Percentage of GPs planned for audit at least once in financial year	Number of GPs audited at least once in financial year	Percentage of GPs audited at least once in financial year
1	Andhra Pradesh	13,478	12,914	95.82%	5,956	44.19%
2	Arunachal Pradesh	2,111	0	0.00%	47	2.23%
3	Assam	2,661	971	36.49%	1,512	56.82%
4	Bihar	8,386	2,286	27.26%	2,091	24.93%
5	Chhattisgarh	11,666	11,494	98.53%	7,996	68.54%
6	Goa	191	0	0.00%	0	0.00%
7	Gujarat	14,272	14,134	99.03%	1,462	10.24%
8	Haryana	6,258	5,316	84.95%	2,938	46.95%
9	Himachal Pradesh	3,619	2,945	81.38%	2,908	80.35%
10	Jammu and Kashmir	4,319	1,773	41.05%	1,237	28.64%
11	Jharkhand	4,388	4,253	96.92%	808	18.41%
12	Karnataka	6,001	5,973	99.53%	5,690	94.82%
13	Kerala	941	941	100.00%	313	33.26%
14	Ladakh	193	193	100.00%	0	0.00%
15	Madhya Pradesh	23,109	22,749	98.44%	22,727	98.35%
16	Maharashtra	28,347	5,843	20.61%	5,635	19.88%
17	Manipur	3,150	497	15.78%	477	15.14%
18	Meghalaya	6,406	6,353	99.17%	3,040	47.46%
19	Mizoram	874	515	58.92%	272	31.12%
20	Nagaland	1,279	960	75.06%	126	9.85%
21	Odisha	6,798	6,798	100.00%	6,697	98.51%
22	Punjab	13,325	9,451	70.93%	7,795	58.50%
23	Rajasthan	11,329	1,394	12.30%	728	6.43%
24	Sikkim	199	62	31.16%	37	18.59%
25	Tamil Nadu	12,525	12,524	99.99%	12,515	99.92%
26	Telangana	12,771	3,904	30.57%	3,902	30.55%
27	Tripura	1,176	1,176	100.00%	1,170	99.49%
28	Uttar Pradesh	58,640	58,061	99.01%	37,035	63.16%
29	Uttarakhand	7,820	7,789	99.60%	1,239	15.84%
30	West Bengal	3,341	3,339	99.94%	3,338	99.91%
31	Andaman and Nicobar	77	0	0.00%	0	0.00%
32	Dadra and Nagar Haveli and Daman and Diu	20	0	0.00%	0	0.00%
33	Lakshadweep	10	0	0.00%	0	0.00%
34	Puducherry	108	0	0.00%	0	0.00%



Total	2,69,788	2,04,608	75.84%	1,39,691	51.78%
As per NREGASoft					Page 3 of 4

State/UT-wise details of social audit conducted under Mahatma Gandhi NREGS						
Sl. No.	States/UTs	Financial Years 2020-21				
		Number of GPs	Number of GPs planned for audit at least once in financial Year	Percentage of GPs planned for audit at least once in financial Year	Number of GPs audited at least once in financial Year	Percentage of GPs audited at least once in financial Year
1	Andhra Pradesh	13,478	5,654	41.95%	5,716	42.41%
2	Arunachal Pradesh	2,111	151	7.15%	0	0.00%
3	Assam	2,662	178	6.69%	469	17.62%
4	Bihar	8,389	1	0.01%	0	0.00%
5	Chhattisgarh	11,666	10,945	93.82%	3	0.03%
6	Goa	191	0	0.00%	0	0.00%
7	Gujarat	14,272	14,115	98.90%	58	0.41%
8	Haryana	6,320	4,559	72.14%	2,811	44.48%
9	Himachal Pradesh	3,642	0	0.00%	3	0.08%
10	Jammu and Kashmir	4,319	2,459	56.93%	1,349	31.23%
11	Jharkhand	4,392	1,139	25.93%	592	13.48%
12	Karnataka	6,018	5,283	87.79%	5,448	90.53%
13	Kerala	941	1	0.11%	2	0.21%
14	Ladakh	193	0	0.00%	0	0.00%
15	Madhya Pradesh	23,115	3	0.01%	5	0.02%
16	Maharashtra	28,351	3,331	11.75%	4,796	16.92%
17	Manipur	3,150	402	12.76%	337	10.70%
18	Meghalaya	6,406	6,252	97.60%	5,669	88.50%
19	Mizoram	874	455	52.06%	455	52.06%
20	Nagaland	1,279	655	51.21%	45	3.52%
21	Odisha	6,798	0	0.00%	6	0.09%
22	Punjab	13,330	13,093	98.22%	5,925	44.45%
23	Rajasthan	11,343	1,326	11.69%	203	1.79%
24	Sikkim	199	96	48.24%	96	48.24%
25	Tamil Nadu	12,525	0	0.00%	8	0.06%
26	Telangana	12,774	2,683	21.00%	2,187	17.12%
27	Tripura	1,178	1,128	95.76%	1,055	89.56%
28	Uttar Pradesh	58,797	120	0.20%	21	0.04%
29	Uttarakhand	7,820	5,283	67.56%	595	7.61%
30	West Bengal	3,341	0	0.00%	1	0.03%
31	Andaman and Nicobar	77	0	0.00%	0	0.00%

32	Dadra and Nagar Haveli and Daman and Diu	20	0	0.00%	0	0.00%
33	Lakshadweep	10	0	0.00%	0	0.00%
34	Puducherry	108	0	0.00%	0	0.00%
Total		2,70,089	79,312	29.37%	37,855	14.02%
As per NREGASoft						

**Annexure - IV**

State/UT-wise details of funds released under Mahatma Gandhi NREGS during the financial years from 2006-07 to current financial year 2023-24 (as on 09.11.2023).						
(Rs. in lakh)						
S. No.	States/UTs	2006-07	2007-08	2008-09	2009-10	2010-11
1	Andhra Pradesh	102541.43	137105.40	321910.19	378160.23	741807.00
2	Arunachal Pradesh	1450.85	1265.38	2948.84	3386.17	3528.47
3	Assam	26550.85	52175.01	95872.16	77888.50	60928.65
4	Bihar	54831.38	46707.83	138819.05	103278.45	210365.46
5	Chhattisgarh	71850.74	114415.71	166449.34	82710.30	168504.95
6	Goa		114.00	618.21	20.72	507.76
7	Gujarat	7433.94	5915.71	16419.20	77729.70	89486.13
8	Haryana	3589.39	4840.97	13656.65	12400.38	13100.11
9	Himachal Pradesh	4667.64	12754.06	40974.63	39542.50	63625.00
10	Jammu and Kashmir	4136.37	7071.37	10472.53	17568.95	31359.89
11	Jharkhand	55854.59	65069.07	180580.14	81216.22	96286.92
12	Karnataka	24850.69	25869.52	39851.14	276998.19	157305.00
13	Kerala	3739.51	6900.55	19887.32	46771.42	70423.24
14	Madhya Pradesh	190944.20	260279.82	406111.54	351923.66	256576.96
15	Maharashtra	21815.64	2923.75	18756.08	24965.06	20471.11
16	Manipur	1692.89	6184.13	36540.97	43681.36	34298.83
17	Meghalaya	3224.68	5918.73	7802.60	21136.81	20980.84
18	Mizoram	2023.90	3343.49	15194.15	27697.03	21602.83
19	Nagaland	910.11	4399.59	26805.72	56292.34	51156.84
20	Odisha	78380.49	53695.69	87843.67	44581.26	156186.38
21	Punjab	3445.75	2972.32	6775.32	14318.45	12879.17
22	Rajasthan	78041.00	105600.20	652157.16	594264.49	278882.00
23	Sikkim	691.50	629.75	4097.14	8857.35	4448.55
24	Tamil Nadu	18409.21	51609.09	140126.58	137118.92	202489.77
25	Tripura	2754.66	17016.45	46036.60	88636.01	38260.70
26	Uttar Pradesh	56914.69	166589.89	393390.13	531887.16	526658.86
27	Uttarakhand	4470.60	11003.65	10116.44	27960.22	28980.93
28	West Bengal	38868.84	88262.88	92275.09	178728.96	211761.00
29	Andaman and Nicobar Islands		135.00	702.75	241.15	768.63
30	Lakshadweep		45.00	262.26	200.00	233.58
31	Puducherry		45.00	419.44	459.93	2982.05
32	Ladakh	0.00	0.00	0.00	0.00	0.00
33	Dadra and Nagar Haveli		45.00	45.10	39.20	47.73
	Daman & Diu		90.00	21.86	0.00	0.00
<b>Total</b>		<b>864085.53</b>	<b>1260994.01</b>	<b>2993940.00</b>	<b>3350661.09</b>	<b>3576895.33</b>

S. No	States/UTs	2011-12	2012-13	2013-14	2014-15	2015-16
1	Andhra Pradesh	147757.89	321673.59	475049.00	290314.10	307380.33
2	Arunachal Pradesh	6078.58	6834.19	13852.67	2704.16	4395.10
3	Assam	42685.80	53445.67	57349.95	50023.46	87830.06
4	Bihar	130073.42	122781.45	158070.67	95968.24	102412.26
5	Chhattisgarh	163855.88	203136.31	144602.31	150570.49	106341.30
6	Goa	259.64	241.16	205.86	137.95	246.82
7	Gujarat	32429.03	47440.77	33530.02	35442.93	30598.72
8	Haryana	27512.23	34935.89	37687.81	16715.29	12470.72
9	Himachal Pradesh	31138.16	36129.50	47797.09	35542.86	39610.32
10	Jammu and Kashmir	78130.96	76276.16	60315.73	52171.08	55801.83
11	Jharkhand	123733.08	80916.84	62143.28	72433.41	97879.90
12	Karnataka	66256.92	123193.69	159606.81	171687.07	99155.27
13	Kerala	95105.43	131117.81	127710.93	158758.02	152633.88
14	Madhya Pradesh	296851.28	161015.37	183982.44	245163.12	236732.20
15	Maharashtra	104043.62	157324.33	115292.02	79951.77	123834.73
16	Manipur	62496.73	59023.09	23100.00	21997.13	25532.29
17	Meghalaya	28498.33	22610.82	27106.21	27785.90	22182.56
18	Mizoram	32956.72	25229.24	24474.27	11141.23	28517.36
19	Nagaland	67346.57	46012.38	29214.80	11305.27	26665.95
20	Odisha	97821.72	84797.88	75752.84	103530.34	147941.05
21	Punjab	11429.36	11421.27	22615.48	18948.18	24533.37
22	Rajasthan	161969.60	258534.43	205943.32	297609.87	269583.23
23	Sikkim	10079.77	7406.51	10684.17	7386.41	8623.44
24	Tamil Nadu	281552.22	354605.42	469021.12	378180.33	547037.47
25	Telangana				191996.00	182484.92
26	Tripura	95932.57	76889.88	94366.49	63662.48	135894.19
27	Uttar Pradesh	424048.00	129202.49	289639.01	251341.40	269569.44
28	Uttarakhand	37351.42	26827.10	33000.50	28636.22	45076.65
29	West Bengal	259703.16	339547.96	289438.19	374495.29	471174.20
30	Andaman and Nicobar Islands	1643.85	1381.49	1918.10	1301.94	1035.72
31	Lakshadweep	35.00	117.55	16.93	45.06	11.85
32	Puducherry	100.00	885.75	879.98	739.69	1292.57
33	Ladakh	0.00	0.00	0.00	0.00	0.00
34	Dadra and Nagar Haveli	100.00	39.56	0.00	0.00	0.00
	Daman & Diu	0.00	0.00	0.00	0.00	0.00
Total		2918976.94	3000995.55	3274368.00	3247686.69	3664479.70

**STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ**  
**(2022-2023)**

**MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON**  
**TUESDAY, 13<sup>th</sup> JUNE, 2023**

The Committee sat from 1100 hrs. to 1350 hrs. in the Main Committee Room, Parliament House Annexe Building, (PHA), New Delhi.

**PRESENT**

**Smt. Kanimozhi Karunanidhi** - *Chairperson*

**MEMBERS**

**Lok Sabha**

2. Shri A.K.P Chinraj
3. Dr. Mohammad Jawed
4. Ms. S. Jothi Mani
5. Shri B.Y. Raghavendra
6. Dr. Talari Rangaiah
7. Smt. Mala Rajya Laxmi Shah
8. Shri Vivek Narayan Shejwalkar
9. Shri Brijbhushan Sharan Singh
10. Dr. Alok Kumar Suman
11. Shri Shyam Singh Yadav

**Rajya Sabha**

12. Shri M. Mohamed Abdulla
13. Shri Iranna Kadadi
14. Shri Ram Shakal
15. Smt. Ranjeet Ranjan
16. Shri Naranbhai J. Rathwa
17. Shri Ajay Pratap Singh

**Secretariat**

1. Shri D. R. Shekhar - Joint Secretary
2. Shri C. Kalyanasundaram - Director
3. Shri Vinay P. Barwa - Deputy Secretary

**Ministry of Rural Development**  
**(Department of Rural Development)**

1. Shri Shailesh Kumar Singh Secretary, Rural Development

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|----|-------------------|-----------------------|
| 2. | Shri Dharmvir Jha | Director (RE)         |
| 3. | Shri Sanjay Kumar | Deputy Secretary (RE) |
| 4. | Shri UK Nair      | Deputy Secretary (RE) |

**Non-Official Witnesses**

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|----|------------------------|---|
| 1. | Shri Nikhil Dey        | Mazdoor Kisan Shakti Sangthan (MKSS)                        |
| 2. | Shri Rajendran Narayan | Azim Premji University                                      |
| 3. | Ms Rakshita Swamy      | Social Accountability Forum for Action and Research (SAFAR) |
| 4. | Shri Ashish Ranjan     | Jan Jagran Shakti Sangthan (JJSS)                           |
| 5. | Ms Anuradha Talwar     | Pashchim Banga Khet Mazdoor Samiti (PBKMS)                  |
| 6. | Shri James Henrej      | MGNREGA watch Jharkhand                                     |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for taking Oral evidence of the representatives of the Ministry of Rural Development, Non-Government Organizations, experts and other stakeholders on 'Wage rates' under Mahatma Gandhi National Rural Employment Guarantee Act. Thereafter, the Chairperson apprised the Members about the salient features of the scheme while highlighting the importance of adequate wages under MGNREGA and that 'wage rates' was a grey area marked by the disparities in different States/UTs. Members were further informed about the invitation to a few representatives of NGOs and experts who had experience of the ground realities associated with the implementation of MGNREGA to enrich the Committee's knowledge on the issues relating to wages under MGNREGA.

*[Witnesses were then called in]*

3. The Chairperson welcomed the witnesses and in her opening remarks outlined that MGNREGA sought to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled work alongwith the key aspects of the Scheme. The Chairperson, then asked the representatives of the Ministry and the NGOs to make their briefing and place their views on the procedure for fixing wage rates, disparity among other issues and wage adequacy alongwith need for the review of wage rates respectively. The Chairperson further drew the attention of the Ministry and others to the directions of Hon'ble Speaker regarding confidentiality of the discussions before the start of the meeting. Thereafter, the witnesses introduced themselves to the Committee and the Director (RE), Department of Rural Development made a Power Point Presentation. The representatives of the Department of Rural Development (Ministry of Rural Development) briefed and highlighted on the performance of this scheme since its inception which *inter-alia* included the physical and financial progress made over the years and specifically during the ongoing period. They also briefed on new initiatives undertaken under the scheme, wage rates and their calculation method, issues relating thereto and the constraints being faced in this regard.

4. Thereafter, Shri Nikhil Dey from Mazdoor Kisan Shakti Sangthan (MKSS) made a presentation before the Committee highlighting the need for adequate budgetary allocation for MGNREGA alongwith the need for providing the guaranteed number of days of employment to the labourers. He also referred to the reports of Parliamentary Standing Committee, Mahendra

Dev Committee, Dr. Nagesh Singh Committee on payment of minimum wages and Anoop Satpathy Committee regarding the minimum wage to be Rs. 375 per day.

5. Following this, Ms. Anuradha Talwar from the Paschim Banga Khet Mazdoor Samiti stressed upon the plight of MGNREGA workers from West Bengal and that no budget had been sanctioned for 2023-24 alongwith the submission that the baseline for minimum wages under MGNREGA which was fixed as Rs. 100 in 2010 should be revised every 3 years.

6. Subsequently, Shri Ashish Ranjan from Jan Jagran Shakti Sangathan (JJSS) detailed the glaring issues arising out of the implementation of National Mobile Monitoring System (NMMS) citing examples of anomaly from Bihar in the actual muster roll and attendance recorded on the app.

7. Shri Rajendran Narayan from Azim Premji University then enlightened the Committee with the difficulties surrounding the Aadhar Based Payment Systems which had become mandatory for NREGA payments but faced roadblocks due to technical issues such a rejection of payments and KYC aspect among others.

8. Shri James Henrej from MGNREGA watch Jharkhand then took over and duly apprised the Committee about the non-availability of network and Smartphones, essential for NMMS, which were causing detrimental effect on the capturing of attendance in Jharkhand, the issues surrounding Aadhar based payment system and corruption in MGNREGA.

9. In further continuation, Ms. Rakshita Swamy from Social Accountability Forum for Action and Research (SAFAR) harped upon the non-release of funds to the Social Audit Units, issues under NMMS and non-release of model rules for grievance redressal under MGNREGA.

10. Subsequently, Members raised their individual queries.

11. The queries of the Members were replied to by the Secretary, Department of Rural Development (Ministry of Rural Development). On certain issues Ministry could not provide immediate reply, so they were requested to send written replies thereto as early as possible.

*The Committee then adjourned.*

A record of verbatim proceedings has been kept.

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**STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ**  
**(2023-2024)**

**MINUTES OF THE SECOND SITTING OF THE COMMITTEE HELD ON**  
**THURSDAY, 19<sup>th</sup> OCTOBER, 2023**

The Committee sat from 1500 hrs to 1745 hrs in the Committee Room No. 2, Parliament House Annexe Extension, (EPHA), New Delhi.

**PRESENT**

**Smt. Kanimozhi Karunanidhi** - *Chairperson*

**MEMBERS**

**Lok Sabha**

2. Shri Sukhbir Singh Jaunapuria
3. Dr. Mohammad Jawed
4. Ms. S. Jothi Mani
5. Smt. Gitaben Vajesingbhai Rathva
6. Shri Vivek Narayan Shejwalkar
7. Dr. Alok Kumar Suman

**Rajya Sabha**

8. Smt. Ranjeet Ranjan
9. Shri Naranbhai J. Rathwa
10. Shri Ajay Pratap Singh

**Secretariat**

1. Shri D. R. Shekhar - Joint Secretary
2. Shri C. Kalyanasundaram - Director
3. Shri Vinay P. Barwa - Deputy Secretary

**Ministry of Rural Development**  
**(Department of Rural Development)**

1. Shri Shailesh Kumar Singh Secretary, Rural Development
2. Shri Amit Kataria Joint Secretary (RE)
3. Shri Dharmvir Jha Director (RE)
4. Shri Amrendra Pratap Singh Director (RE)
5. Ms Aditi Singh Director (RE)



**Non-Official Witnesses**

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|----|-------------------|---|
| 1. | Shri Nikhil Dey   | Mazdoor Kisan Shakti Sangthan (MKSS)  |
| 2. | Shri Abhay Kumar  | Gramin Kuli Karmik Sangathan  |
| 3. | Ms Richa Singh    | Santin Kisan Mazdoor Sangathan  |
| 4. | Ms Sowmya Kidambi | Director and CEO, Social Work Research Centre (SWRC)  |
| 5. | Mr Karuna Muthiah | Activist volunteering with NREGA Sangharsh Morcha, Makkal Nalavazhvu Iyakkam (Jan Swasthya Abhiyan) and other rights-based campaigns. |

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for further taking oral evidence of the representatives of the Ministry of Rural Development, Non-Government Organizations, experts and other stakeholders on the subject "Rural Employment through Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) – An insight into wage rates and other matters relating thereto". Thereafter, the Chairperson apprised the Members about the key aspect of the scheme while eliciting the importance of adequate wages under MGNREGA and that the disparity in wages was an area of concern which necessitated a relook into the issue along with the ever felt need for the revision of wage rates and base year for the calculation of wages. Members were further informed about the invitation to a few representatives of NGOs and experts who had experience of the ground realities associated with the implementation of MGNREGA to further enlighten the committee with the ground realities in the implementation of MGNREGA.

*[Witnesses were then called in]*

3. The Chairperson welcomed the witnesses and then asked the representatives of the Ministry and the NGOs to make their briefing and place their views on the procedure for fixing wage rates, need for revision of wages while also bringing to fore the other issues affecting the scheme. The Chairperson further drew the attention of the Ministry and others to the directions of Hon'ble Speaker regarding confidentiality of the discussions before the start of the meeting. Thereafter, the witnesses introduced themselves to the Committee and the Director (RE), Department of Rural Development made a Power Point Presentation. The representatives of the Department of Rural Development (Ministry of Rural Development) briefed and highlighted on the performance of this scheme since its inception which *inter-alia* included the physical and financial progress made over the years and specifically during the ongoing period. They also briefed on new initiatives undertaken under the scheme, wage rates and their calculation method, issues relating thereto and the constraints being faced in this regard.

4. Thereafter, Shri Nikhil Dey from Mazdoor Kisan Shakti Sangthan (MKSS) introduced his team members from different organisations and talked about the expenditure of budgetary allocation under MGNREGA for ongoing financial year alongwith the issue of delay in the payment of wages. He also highlighted the nitty-grittes involved in the processing and payment of wages while also stressing upon the need for the payment of delay compensation and unemployment allowance as per the provision of the Act.

5. Following this, Ms Richa Singh from the Santin Kisan Mazdoor Sangathan highlighted about the ground realities and teething issues being faced in the implementation of MGNREGA, specifically citing the examples of Sitapur village in Uttar Pradesh. She brought out the gap between the job demand and job provided in actuality to the workers. While elaborating upon the dues in wages, she also stated about non-payment of unemployment allowance and issues being faced in Aadhar based payment system.

6. Subsequently, Shri Abhay Kumar from Gramin Kuli Karmik Sangathan also provided an insight into the non-fulfillment of demand of work under MGNREGA and the need for providing online receipt against the demand of work for the reflection of actual demand. He also enlightened the committee about the non-payment of compensation and unemployment allowance among others.

7. Mr Karuna Muthiah, Activist volunteering with NREGA Sangharsh Morcha, Makkal Nalavazhvu Iyakkam (Jan Swasthya Abhiyan) and other rights-based campaigns briefed about the issues being faced in Tamil Nadu such as work not being allotted based on demand, unmet demands, delay in payment of wages and concern surrounding the Aadhar based payment system. He also talked about the need for increased financial allocation under MGNREGA.

8. In further continuation, Ms Sowmya Kidambi, Director and CEO, Social Work Research Centre (SWRC) discussed about the social audit provision and implementation in the State. She elaborated in details about the need and importance of social audit in bringing about transparency and effective implementation of MGNREGA. While showing a dismal picture of non-implementation of provision of social audit, she harped upon the need for support at the national level to the social audit units.

9. Subsequently, Members raised their individual queries.

10. The queries of the Members were replied to by the Secretary, Department of Rural Development (Ministry of Rural Development). On certain issues Ministry could not provide immediate reply, so they were requested to send written replies thereto as early as possible.

*The Committee then adjourned.*

A record of verbatim proceedings has been kept.

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**STANDING COMMITTEE ON RURAL DEVELOPMENT AND PANCHAYATI RAJ**

**(2023-2024)**

**MINUTES OF THE FOURTH SITTING OF THE COMMITTEE HELD ON  
WEDNESDAY, 07 FEBRUARY 2024**

The Committee sat from 1500 hrs to 1530 hrs in Committee Room B, Parliament House Annexe (PHA), New Delhi.

**PRESENT**

Shri Janardan Mishra – Chairperson (Acting)

**MEMBERS**

**Lok Sabha**

2. Shri A.K.P. Chinraj
3. Shri Rajveer Diler
4. Shri Nalin Kumar Kateel
5. Smt. Gitaben Vajesingbhai Rathva
6. Smt. Mala Rajya Laxmi Shah
7. Shri Vivek Narayan Shejwalkar
8. Dr. Alok Kumar Suman

**Rajya Sabha**

9. Dr. Dharmasthala Veerendra Heggade
10. Smt. Ranjeet Ranjan
11. Shri Ajay Pratap Singh
12. Shri Desai Babubhai Jesangbhai

**Secretariat**

1. Shri D. R. Shekhar - Joint Secretary
2. Shri C. Kalyanasundaram - Director
3. Shri Vinay P. Barwa - Deputy Secretary

At the outset, in the absence of the Hon'ble Chairperson, the Committee chose Shri Janardan Mishra, M. P. as acting Chairperson u/r 258(3) of Rules of Procedure and Conduct of Business in Lok Sabha.

2. The Acting Chairperson welcomed the Members to the sitting of the Committee convened to consider and adopt draft report on Rural Employment through Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) – An insight into wage rates and other matters relating

thereto pertaining to the Department of Rural Development (Ministry of Rural Development) pertaining to the Department of Rural Development (Ministry of Rural Development).

3. The Committee considered and adopted the draft report unanimously without any amendments and authorized the Chairperson to present the report to the House.

*The Committee then adjourned.*

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