

**THE RIGHT TO WORK MODEL OF RURAL INDIA:
HOW EFFORTS AT INNOVATIVE CAPACITY BUILDING
HELPS THE POOR. A CASE STUDY OF KERALA**

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Abstract

At several crucial points of performance, the MGNREGS model of labor market behavior has not become dynamic and demand driven in India. As constraints operate on essential elements, this '*model of right to work*' has stopped to be demand driven in the rural labor market and is a bureaucratically driven one.

The programme has tended to depend to a large extent on: informal groups, civil organizations, activists, SHGs, CDS/ADS convener/volunteers, task forces, advisory committees, Vana Samrakshara Samithi (VSS), Eco-development Clubs (EDC), Action Plan Preparation Committees, Ward Level Coordination Committees, Materials Purchase Committees, Rent Fixing Committee, Technical Appellate Committees, Grama Panchayath Level Coordinators, Vigilance and Monitoring Committees (VMC), Social Audit Teams etc. To put all these formal to informal groups into form and action, given the elaborate functions and responsibilities assigned to them are herculean human resource management tasks. To what extent and direction

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are these bodies and functionaries helping at better MGNREGS execution is an area of concern at efficient governance.

These innovative people centric Capacity Building (CB) Models introduced for operationalising MGNREGS need to be given a chance to perform than remain as mere role idols on paper. The CB failures of MGNREGS are systemic, given the constitutional right to demand work of the labourer. Massive capacity building efforts at community centric levels to synergize for inclusive sustainable development in rural India is the need of the hour.

Key Words. Capacity Building (CB); NREGS/MGNREGA – Mahatma Gandhi National Rural Employment Guarantee Act; Right to Work Model. People’s Planning. CDS-Community Development Society. SHGs –Self Help Groups. Right to Work – 100 days physical manual work guaranteed to a household seeking the same.

Introduction

The basic objective of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and its scheme is to enhance the livelihood security in rural areas by providing at least hundred person days of guaranteed wage employment in a financial year to every household whose adult members volunteer to demand unskilled manual work. This work guarantee scheme also helps to serve other objectives directly and indirectly; in generating productive assets, helps protect environment, empowers women, and reduces rural urban migration and fosters social equity. The first phase of implementing NREGS was started in February 2006, and during 2007-08 the second phase began and the final phase of covering all the remaining districts began from 1.4.2008. The experiences of implementing NREGS in the first and second phases have given us a “*working model*” to proceed further in the final phase of coverage. Apart from the guidelines

issued by the Government of India, the state Governments have also issued an array of orders and circulars for the smooth implementation of the Act and its associated scheme. On second October 2009 the act has been rechristened as Mahatma Gandhi NREGA. It is hoped by all concerned that the forth-right implementation of the provisions of the Act and Scheme will go a long way towards overcoming agrarian crises, facilitate women empowerment, mitigates poverty and unemployment and help to ensure zero corruption at levels of execution. Based on the experiences gathered in the initial phases of NREGS, the Government of Kerala has outlined a strategic approach for the smooth implementation. The Key variables of this strategic approach were; 1) information education and communication (IEC) campaigns, 2) training to functionaries at all levels of PRIs concerned, 3) convening of specific and general purpose Grama Sabhas, 4) preparing annual action plans and labour budgets and 5) operationalising an efficient MIS at the level of all three tier PRIs and 6) lastly to help facilitate horizontal and vertical integration of the MGNREGS with other schemes and development activities in rural economy. Given this background the pertinent questions would be: 1) what are the nature and scope of our experience with MGNREGS? 2) What are the weak links existing in NREGS's implementation? 3) Which are the "gray areas" that need more concerted efforts at improving the quality of our present levels of performance in MGNREGS? 5) How successful are the people centric formal to informal organizational setup of functionaries involved in rendering their assigned tasks? And lastly what goes on in the actual work sites given the elaborate requirements at MGNREGS need be documented from the perspective of the wage seekers, elected members, officials and contract personnel, and informal functionaries? In this paper a modest attempt is made to analyze these issues with special reference to two districts of Kerala. The Peoples Planning and decentralization campaign have made substantial progress in Kerala and enormous capacity

building efforts of the PRIs have taken place. The mass mobilizations, associational life and social capital formation taking place have many innovative people centric components at capacity building. How these new, innovative models of capacity building are performing is a concern.

Sample Size and Methodology

A synoptic survey of literature has been done and the major issues and achievements of the phase one districts Wayanad and Palghat from Kerala state are presented. The persistent 'weak links' are identified and the 'gray areas' pointed out. The performance of some of the key variables is analyzed for the year 2008. The two districts considered for the field study are Ernakulam and Kottayam. From these districts, two Block Panchayaths namely Ettumanoor and Pampakuda have been covered, and all the fourteen Grama Panchayaths coming under the jurisdiction of these Blocks have been the focus of the field study conducted. The field level primary and secondary data have been collected from the concerned PRIs. A questionnaire has been canvassed with the Block Development Officers, other functionaries and wage laborers.

A Synoptic Review

- 1). When a widow aged seventy plus had applied for work in the *Thodarnadu* Grama Panchayath of Wayanadu, the workers fraternity at work site took up the challenge of providing and accommodating her with 100 days of employment, is indicative of the extent of community care feasible in the MGNREGS. ⁽¹⁾
- 2). The neighbourhood SHGs of *Vellamunda* Grama Panchayath extended economic support in the form of wage advances to its members to join MGNREGS work to overcome the delay of fourteen days to get wages. ⁽¹⁾ Some of the Area Development Societies (ADS's) took initiative to supply and ensure the flow of work site materials in advance and that too free of rentals.

3).The social audit held in Vellamunda Grama Panchayath revealed that the districts most backward scheduled tribe, the '*Paniyars*' had been fully brought in to the MGNREGS employment coverage. ⁽²⁾

4). As work opportunities increased for workers the resort to illicit liquor making in the hutments as an income-earning activity came to a halt .As more women started going to MGNREGS works the children's attendance in the Anganwadi's improved .⁽²⁾

5). About ninety-five percent of the MGNREGS funds expended in the district was committed for wage payment alone is indicative of the sort of social security and wage goods provisioning that took place in the rural labor markets of this backward district reeling under agrarian crises of crop failures due to drought and non remunerative prices of perennial cash crops raised by marginal, and small farmers.

6). Women workers formed sixty four per cent of the entire labor force that had participated in the NREGS and this helped to improve their economic status, income saving opportunities and in the repayment of loans availed from banks and Self Help Groups (SHG). The women SHGs were playing a major proactive role in stabilizing the above effects of MGNREGS. ⁽²⁾

7). Out of 30496 ST households in the district, 12146 households were covered under wage employment i.e. a forty per cent coverage and on an average twenty-four days of employment were given to a household during 2008. Thus wage incomes accrued to the ST segment of wage seekers works to Rs 36.8 million in the district under MGNREGS, which forms only 14 per cent of the total share of wages fund paid, while 17.5 per cent of the districts population is scheduled tribes.

8). While efforts were initiated to provide works, care was taken not to adversely affect the labor requirements as per the calendar of agricultural activities in vogue. And eco restoration and

social afforstations was facilitated wherever feasible through purposive selection of works under NREGS. However, successes stories of such efforts are not visible enough.

9). In Palghat district out of 0.17 million households registered during 2006-07 for job cards; of it 55150 households were given employment. A total of 1156675 person days were created during the year that is per participating household, 21 person days of work was provided. About Rs 13.73 million were expended on wages and Rs 2.46 million was administrative cost of MGNREGS. Out of Rs 252.8 million allotted to the district Rs 162 million was expended in the first year of NREGS. Of the total registered persons 22, 5 and 73 percents each were SC, ST and other respective categories. Women formed 56 per cent of total registrants. Larger number of works was under taken in the segment of renovation of traditional water bodies, followed up by flood control and protection, micro irrigation works, water conservation and water harvesting and least coverage was given to land development type of works:

Persistent Weak Links

- 1). Wages to workers under MGNREGS could not be given within the 14 days of stipulated time limit. ⁽²⁾
- 2). Watershed based project planning and execution have not received sufficient coverage and attention under MGNREGS in the districts of the state.
- 3). The planned labour mobilization-taking place under MGNREGS in the rural areas has tended to adversely influence the labor availability normally embedded to agricultural production cycle.

The farm sector is facing labor shortage and resultant rising wages and increasing cost of cultivation making agriculture un economic for small and medium farmers who depend on hiring in of labor.

4) Inadequacies of the existing bureaucratic setup and lack of zeal of elected political leadership in the local bodies were major limiting factors on MGNREGS.

5). The lack of professional inputs in the whole processes involved in the MGNREGS at PRI level is yet another lacunae visible in the low quality of estimates prepared and works executed, non preparation of Labor Budgets and Annual Action Plans , due to failures at fixing up and adhering to norms in these tasks.

6). The non cooperation to docile involvement of personnel in the Gram and Block Panchayaths were visible at several stages of execution and the workers unions have been asking for filling up existing vacancies and also to create special posts of BPO and GPO and be filled via promotion from the category of senior grade extension officers, in order to facilitate upward job mobility to the already stagnated personnel and to reduce the severe work load on the existent personnel in the LSG Department. No manpower analysis of the existent and of the required personnel for NREGS was attempted at the PRI and state levels.

7). The programme has tended to depend to a large extent on: Nonformal groups, Organizations, Activists, SHGs, CDS/ADS Convener/Volunteers, Task Forces, Advisory Committees, Vana Samrakshara Samithi (VSS), Eco Development Clubs (EDC), Action Plan Preparation Committees, Ward Level Coordination Committees, Materials Purchase Committees, Rent Fixing Committee, Technical Appellate Committees, Grama Panchayath Level Coordinators, Vigilance and Monitoring Committees (VMC), Social Audit Teams etc, to put all these committees into form and action in itself given the elaborate functions and responsibilities assigned to them are herculean human resource management tasks. To what extend and direction are these bodies and functionaries helping better MGNREGS execution an area of concern at efficient performance? 8). The involvement of major departments like Irrigation, PWD,

Agriculture and Forests in the execution and selection of works also become a problem area that needs to be carefully phased out at promoting convergence synergies and not divergence and corruption. Lastly, the rights of Block and District Panchayaths in preparing 30 to 20 per cent of the MGNREGS action plans have been forfeited and sole responsibility of AAP preparation of works, identification and execution have been left with the Grama Panchayaths is identified as a major weakness of MGNREG; where as the Intermediary and Upper- tier District Panchayaths had been doing better than the Grama Panchayaths in the implementation of SGRY the fore runner scheme.

Gray Areas

Some of the provisions of the MGNREG Act that are not being given sufficient publicity, strict adherence and follow up are; 1) the number of *applications for work* received by the Employment Registration Officer (GP Secretary/and the BPO/BDO) is not strictly monitored, the register prescribed for this purpose have not been maintained nor kept up-to-date; 2) the issue of receipts to job applicants and written or other reliable form of intimations to workers to report for work is not strictly adhered to or practiced at the PRI level; 3) no cases were reported from the Grama Panchayath as to a situation wherein jobs could not be given to any of the applicants within 15 days of the receipt of job request and hence no Panchayath has so far provided an unemployment allowance to a job seeker under MGNREG; 4) the particulars of the amount of unemployment allowances eligible, medical and insurance entitlements to workers and accompanying children, and that ten percent additional wages are to be given if work is provided five kilometers away from place of residence of a worker are the provisions of the Act that have not got adequate publicity coverage as the ordinary workers at MGNREGS work sites are still not aware of these details ⁽³⁾; 5) cases of providing employment at work sites out side the jurisdiction of a Grama Panchayath are not reported; 6) whether a work or its parts there of

is to be performed as per piece and or other rate norms is often not discussed by the technical staff with workers and ADS volunteer/supervisors to facilitate speedy execution⁽⁴⁾. Which means that at several crucial points of operational performance, this model of labor market has not become dynamic and functional to emerge as truly demand driven. If such constraints operate on these crucial elements, this '*model of right to labour*' stops to be demand driven in the rural labor market and becomes a bureaucratically driven one.

Organizational and Functional Role Play

Besides depending on the formal departmental personnel the programme has tried to depend to a large extent on informal groups, civil organizations, activists, SHGs, CDS/ADS convener/volunteers, task forces, advisory committees etc. To put all these informal groups into form and action, given the elaborate functions and responsibilities assigned to them are herculean human resource management tasks. To what extent and direction are these bodies and functionaries helping at better MGNREGS execution is an area of concern at efficient governance.

Performance of Formal Functionaries

Annual Action Plans. A large majority of Grama Panchayaths has not prepared a formal Annual Action Plan for NREGS works in this final phase (Table no.1). What is now being practiced in the Panchayaths is to randomly start works often at the behest of an elected member or an interest group or political party. The role of Grama Sabhas in identifying these works started was not always ensured. Most of works started where such that the use of non-material components was given preference.

Technical Sanction. Many of these Grama Panchayath's have so far not set up the samithies to issue technical sanctions and in turn have send the estimates to the Block Level Technical Advisory Committee (BLTAG) for sanction instead of setting up the Grama Panchayath Level

Technical Sanction Samithies. ⁽⁵⁾ This has the advantage of a higher body scrutinizing the estimates and facilitate the supervision of the Block Panchayath level technical personnel, but to what extend this arrangement can go on depends on the number, nature and type of works that will be taken up in future by each of the Panchayaths concerned. So far in all these Grama Panchayaths the MGNREGS Annual Action Plan Preparation Committee has not been constituted ⁽⁶⁾

Materials Cost Fixation. In the execution of NREGS works the PWD schedule of rates is invariably applied and these rates are revised only periodically, however, to overcome the practical problems arising out of price increase of scarce inputs, the Price Fixation Committees envisaged could be made functional by the District Collector. ⁽⁷⁾ But these committees have not been made functional may be as the works taken up are essentially labor intensive.

Technical Personnel and Professional Inputs. The regular departmental technical personnel is almost fully in position, except that the posts of two Assistant Engineers and an Overseer were lying vacant, however, these have been put on additional charge mode in these two Grama Panchayaths. All the personnel to be posted on contract basis for NREGS are positioned.

The involvement and cooperation of regular technical personnel of the Grama Panchayaths in the NREGS works, apart from their normal other duties, has been rated as lying in the range of “*non-cooperation*” to a mere ‘*satisfactory*’ levels only (as per the field survey held).

The MGNREGS Labor Budgets were not prepared at Grama Panchayath level for want of active support from the technical wing apart from the ‘*partial to non-cooperation*’ sort of involvement of elected people’s representatives in such a task requiring professional inputs. Infact the contract Engineers on MGNREGS have been finding it very difficult to ensure the bare minimum support and cooperation of regular departmental LSGD Engineers. May be as a result

of these the labor budgets that require technical and professional inputs have not been prepared in all the Grama Panchayaths. Why the LSG Departments regular technical personnel are niggardly in rendering services to MGNREGS is to be probed in detail. The contract personnel are paid low salaries, as per the MGNREGS norms, and hence it has become difficult to ensure their uninterrupted service as the labor market offer better remuneration to them. ⁽⁸⁾.

Purchase Committees

The purchase committees are to be set to facilitate procurement of quality inputs at reasonable price for the MGNREGS works and to overcome seasonal scarcities that may come by. ⁽⁹⁾. However, the Grama Panchayaths have not set up these committees as yet, but purchased a few equipments etc and have been complaining of lack of own funds to effect payments, of the non availability of equipments and of the consequent high rental charges.

From the above assessment of the present status of performance by the formal functionaries, it is obvious that the PRI level administrative arrangements and functional role play enacted is far from satisfactory and needs through revamping at multiple levels of human resource utilization.

Non-Formal Functionaries.

In making the MGNREGS functional the participation of non-formal functionaries have been tapped to a great extend. The formulation and involvement of several committees, Samithies, societies, and agencies, NHGs, SHGs and NGOs in MGNREGS have been encouraged to facilitate peoples participation at all levels of planning and execution and monitoring of these works. At ward level the Area Development Society Volunteer is to play pivotal role in various tasks at each work site, organizing workers to the work site, maintaining muster rolls, providing for worker's children's care, set up rest sheds, drinking water, medical care, arrange for work equipments etc. These functionaries are actively involved but they need to be given better

training and field level support by all concerned than at present. The Grama Sabha Level Facilitators have been identified and are engaged in the task of organizing and facilitating the conduct of MGNREGS Grama Sabhas. ⁽¹⁰⁾ The Grama Panchayaths Ward Level Coordination Samithies are to be selected in the Grama Sabhas concerned but not held in these districts. ⁽¹²⁾ The Grama Panchayath Level Action Plan Preparation Samithies have to be formed, but not done in the Grama Panchayaths of these districts. ⁽⁶⁾ The GP Level Advisory Committees have not been set up in these Panchayaths. ⁽¹²⁾

The Vigilance and Monitoring Committees (VMC) have not been constituted in none of these Grama Panchayaths, where works are started, the training coverage to VMC members have been nil so far. ⁽¹³⁾ The Grama Panchayath Level Coordinators have not been posted in all these Panchayath Raj Institutions (PRIs). ⁽¹⁴⁾ From the assessment of the emergent scenarios at imbibing fresh life in the various processes of MGNREGS, it is evident that a large majority of the informal set ups, organs and functionaries envisaged for MGNREGs implementation at Grama Panchayath level has not been operational in these districts (Table 2).

MGNREGS's Integration Requirements. Even though the scope and need for MGNREGS integration or convergence with other schemes is vividly indicated, such instances of integrated efforts at work execution are yet to develop. Instead of converging, supplementing and integrating MGNREGS works with other departmental projects, the resort to substituting of the scheme and estimate specific requirements of other works with MGNREGS funds can lead to mismanagement and corruption in the field level.

Capacity Building Training and Transparency

Only contract personnel have been posted at the three tiers of the PRIs to assist the Employment Registration Officer, the Block Program Officer and the District Program

Coordinator. MIS Professional, Data Entry Operator and accounts assistants were posted at the District, Block, and Grama Panchayath levels respectively. However, all the other positions envisaged and included in the reporting formats prescribed by the Central Government have not been taken care of in the state. All those functions are expected to be provided by the existing personnel at the three tier Panchayaths. The monthly transparency reporting has been rather mechanistic in conduct and the progress reported is not often verified by a third party made responsible for the tasks, hence false reporting may go on.

Conclusions

For the manual unskilled wage employment seeker in the rural labour market, some of the crucial concerns of the right to work model of MGNREGS are still non-operational. The demand driven employment seeker's job request behavior responses are not promptly responded to and recorded. The efficacy of the intermediary governance structures and array of functionaries operating in between the job seekers and providers are not effective. The formal groups, the bureaucrats and elected politicians are seen to be playing safe and are risk avoiders, so the non formal groups are fielded to help with the facilitating functions of MGNREGS. Those same weak elements identified in the first phase persist in the third and final phase is indicative that the new strategies at IEC need to get down to more dedicated efforts.

The personnel from the LSGD- RD and Panchayaths had complained of heavy workload and have a luke-warm attitude to MGNREGS induced additional responsibilities. Infact, the present practice of entrusting all execution responsibilities of MGNREGS to the Grama Panchayaths as a strategy need be re- evaluated as the PRIs are apparently overburdened with multiple functions and responsibilities given their limited and worn out personnel resources.

The innovative people centric Capacity Building Models (CBM) introduced need be given a chance to perform than remain as mere role idols on paper. Five out of the eight informal functionaries/tasks setup at capacity building have not been functionalized in all sample Grama Panchayaths i.e. a sixty per cent performance failure of this model (Table 2). Out of fourteen formal CB roles assigned to official functionaries in twelve cases these have not been functionalized i.e. a eighty six per cent performance failure of the '*formalists*' (Table 1). The '*informalist*' people centric models at CB have tended to be a relatively better performer. The CB models have to be more community centric through the Grama Sabhas and calls for huge human resource development efforts and earmarking of more funds for it.

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Notes

1. The Principal Secretary to LSG Department of Government of Kerala, SM Vijayanad has been often referring to these incidents in his talks and writings on MGNREGS.
2. The Commissioner of Rural Development, A. Ajithkumar in his brief note on social audit held in Wayanadu district has highlighted these findings. Refer to page ten of, "Athijevanathintee Puthuvazhikal" NREGS Wayanadu. March 2007.
3. The following details are not known to majority of workers at the work site: (1) the unemployment allowance/rate shall not 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; (2) the conditions under which the liability of the state government to pay

unemployment allowance shall cease as soon as; (a) the applicant is directed by the GP or the Program Officer to report for work either by himself or depute at least one adult member of his/her 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.(NREG Act Chap.III page 4).(3). In case the payment of wages is not made within the period specified under the scheme the laborers shall be entitled to receive payment of compensation as per provisions of the Payment of Wages Act 1936. (Ref. NREG Act. Page.16). (4) Applications for work must be for at least for 14 days of continuous work; (5) Applicants who are to be provided with work shall be so intimated in writing and by a public display notice (Ref NREGA pages 14 and 15). The format Annexure VI is specifically designed for these intimations; (6) a period of employment shall ordinarily be at least fourteen days continuously with not more than six days in a week; (Ref NREGA Page15).

4. Before starting of every NREG work the Engineer shall convert the estimates into terms understood locally and clarify to the workers every bit of the piece rate. These should be given in writing to the worker and signatures of as many of them are got on the copy of it. It should be made very clear and upfront that the payments would be as per piece rates and out turns of work executed (Ref G.O (RT) No.241/06/LSGD Dt 19.10.06).

5. The membership, powers and functions of Grama Panchayath Level Technical Committee for NREG are as follows: it should have a minimum of three technical members out of them one should be a government employee. The convener of this committee will be contract Engineer and

if this contract technical person is an overseer then the Grama Panchayath's regular Engineer will function as convener. The financial limit to technical sanctions will be to that of the powers of the next higher authority of the senior most member of the committee (Ref No.241/06 LSGD Dt 19/10/06).

6. The Grama Panchayath Level NREG Annual Action Plan Preparation Samithi must have the following members: Chairman and Convener of Ward Level Coordination Committees, Grama Panchayath Engineers, Volunteering Engineers, two to three Agricultural Officers, CDS Chairperson and VEO/LVEO. This Committee will coordinate and compile the ward level proposals into a Grama Panchayath level document and present it in a special seminar. (Ref G.O No 1738/07/LSGD Dt 23.6.07).

7. The Price Fixation Committee will have to be constituted by the District Collector to fix costs of materials like cement, bricks, sand, rubble etc. The members of this committee will be three senior Engineers, Deputy Director of Economics and Statistics, Deputy Director of Panchayaths, Joint Program Coordinator of NREG, and Engineers from accredited agencies like Nirmithi Kendra, Cost Ford etc. This committee will decide the upper limit of conveyance eligible to materials used and also fix price of items like steel rubble, sand etc in consultation with major suppliers and users of these items (Ref.GO. (Rt) No.241/06/LSGD Dt 19.10.06).

8. The personnel posted on contract basis to NREG tasks at Grama /Block Panchayaths and District Panchayath levels are also raising problems of low remuneration and inadequate facilities and it has become difficult to ensure their continuity of service as the market rates and opportunities waiting them are relatively better than in the NREG assignments. The Accredited Engineer (with degree in civil engineering) is offered RS 9000/ per month, an Overseer (with diploma in Civil Engineering) is offered at Rs 6000/ per month, Overseer (Certificate holder) is

offered Rs 5000/ per month, the Data Entry Operator Cum Accountant at Rs 6000 per month and the MIS professional Rs 10000/ per month (Ref. GO (Rt) No.2330/2007/LSGD Dt 24.08.07).

9. For purchasing materials the village Panchayath's may constitute a Purchase Committee at Panchayath level; its members are President of Grama Panchayath, Chairperson of Works Standing Committee, Secretary of Grama Panchayath and VEO/LVEO, AE or Overseer of the Grama Panchayath, and two public personalities of repute known for integrity (Ref No (Rt) 241/06/LSGD Dt 19.10.06)

10. The NREG Facilitator's Team consisting ten to fifteen members at Grama Panchayath level can be from among NGOs, Government Officers, retired professionals; peoples plan KRPs, DRPs, teachers, ADS/CDS functionaries and members of Padasekara Smithies. The major functions of these facilitators are to help convene NREG Grama Sabha's and o explains the meaning and scope of the scheme to beneficiaries and to public. (Ref G.O No 1738/LSGD Dt 23.6.07).

11. The Ward Level Coordination Committee has to be formed in the Grama Sabhas. The Chairman of these committees must be the ward member, and out of two conveners envisaged one must be an ADS President or Secretary and the other must be a model farmer or a good social worker. (G.O.No.1738/07 LSGD Dt.23.6.07)

12. The NREG Advisory Committees are to be constituted at Grama, Block and District Panchayath levels in order to provide orientation, publicity and to formulate various strategies at implementation. (Ref. G.O.No241/06/LSGD Dt 19.10.06).

13. Who are the members of Vigilance and Monitoring Committees and what are its functions? At Grama Panchayath level for all approved NREG works the VMC's have to be constituted: this VMC have seven members. The Grama Sabha will have to identify and appoint all the

members of VMC have constituted. These members must include CDS/ADS members, SC/ST representatives and women. The report of VMC must be enclosed along with completion certificate of each work. (Ref. GO No.23283/DC2/2007/LSGD Dt 16/5/07).

14. The Grama Panchayath Level Coordinators have to be appointed by the District Collector from among the three-member panel given by the Grama Panchayaths concerned. The responsibilities of these coordinators are the following: 1) to make available all details of NREG works to public scrutiny; 2) coordinate and facilitate all activities of NREG at Grama Panchayath level; 3) help release unemployment wages; and 4) facilitate social audit etc. (Ref G.O (Ms) No 33/07/LSGD Dt 30.2007).

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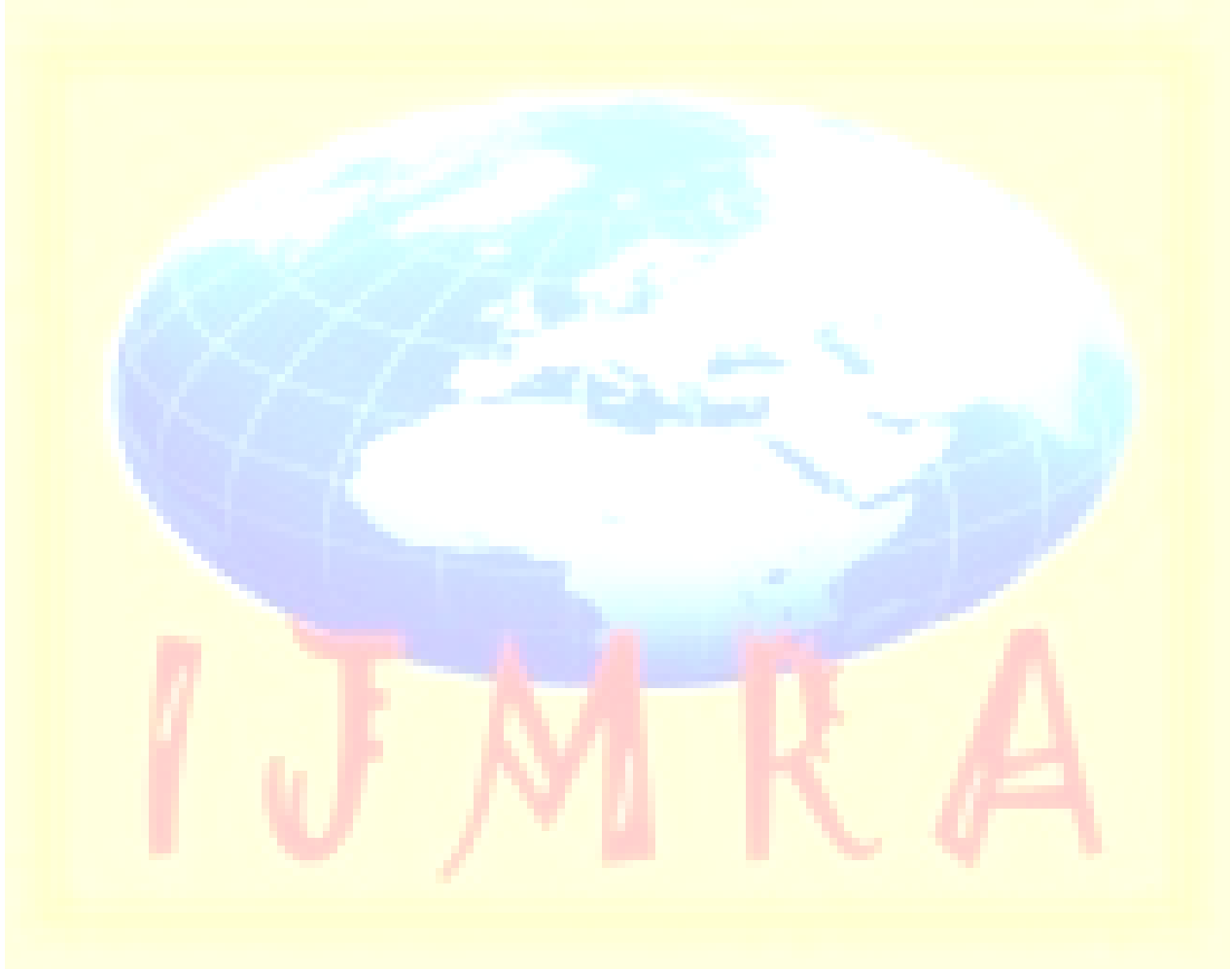


Table 1. NREGS Human Resource Management Evaluation of The Formal Groups

		Block Ettumanoor						Block Pampakkuda and							
		Names of Grama Panchayaths						Name of Grama Panchayaths							
1	The Annual Action Plan for NREG at the Grama Panchayath level prepared or not? ⁽⁶⁾	Arpookara	Athirampuzha	Aymanam	Ettumanoor	Kumarakom	Neendoor	Elanji	Koothattukulam	Maneed	Pampakuda	Ramamangalam	Piravom	Thirumaradi	Paikuzha
	Yes								✓		✓				
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
2)	For giving Technical Sanction to works did the Grama Panchayaths constitute the NREGS Technical Committee? ⁽⁵⁾														
	Yes							✓	✓	✓	✓	✓	✓	✓	✓
	No	✓	✓	✓	✓	✓	✓								
3)	Was the estimate of works prepared in local language and displayed at the work sites? ⁽⁴⁾														
	Yes									✓		✓	✓		✓
	No	✓	✓	✓	✓	✓	✓	✓	✓		✓		✓		
4)	Did the District Collector has constituted the materials price fixation committee for the works? ⁽⁸⁾														
	Yes														
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
5)	What was the amount and range of estimates issued technical sanction?	Rs.5000 - Rs, 200000						Rs.7200 - Rs.650000							
6)	Did the Grama Panchayath Level NREGA Action Plan Preparation Committee constituted? ⁽⁷⁾														
	Yes														
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
7)	a). Is there a full time LSGD Engineer functioning at the Grama Panchayath Level?														
	Yes		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	No	✓		✓											
	b). If not Which Panchayath's Engineer is holding charge?	Athirampuzha		Kumarakam											
	c). Is there an Overseer of the LSGD present in the Grama Panchayath?														
	Yes	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	No			✓											
	d). If no overseer is available which Grama Panchayath's Overseer is holding charge?	Athirampuzha													

8)	a). Is the NREG's accredited Engineer/Overseer in position?																
	Yes	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	No																
	b). If not which Grama Panchayaths accredited AE/Overseer is holding charge?																
9)	What in your opinion is the nature of cooperation of the LSGD Technical wing in the execution of NREG works?																
	Satisfactory																
	Partial																

(Table 1.Contd).

		Block Ettumanoor Names of Grama Panchayaths						Block Pampakkuda and Name of Grama Panchayaths									
	Non cooperation	✓	✓	✓	✓	✓	✓										
	Indifferent																
10)	What in your opinion is the nature of cooperation of the elected members for implementing NREG with the technical personnel in the GPs?																
	Satisfactory																
	Partial							✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Non cooperation	✓	✓	✓	✓	✓	✓										
	Indifferent																
11)	Was the Grama Panchayath level Vigilance and Monitoring Committees constituted for each of the works being executed? ⁽¹⁴⁾																
	Yes																
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
12)	a). Was the Labour Budget prepared at the Grama Panchayath level?																
	Yes																
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	b) Did the LSGD Engineering wing cooperate in the preparation of Labour Budget at the Grama Panchayath level?																
	Yes																
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	c). How was the Labour Budget at the GP level prepared?	(Not Applicable)															
13)	Was the NREGS works and AAPlan of other schemes integrated at the GP levels?																
	Yes																
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
14)	Was the Grama Panchayath level Purchase Committees formed? ⁽¹⁰⁾																
	Yes																
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Source. Primary Study

Table 2

NREGS Human Resource Management- Evaluation of the Informal Groups

Particulars	Arpookara	Athirampuzha	Aymanam	Ettumanoor	Kumarakom	Neendoor	Elanji	Koothattukulam	Maneed	Pampakuda	Ramamangalam	Piravom	Thirumaradi	Palkuhza
1) Was the ADS Volunteer/mate selected at the Grama Panchayath level for the NREG	Yes	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	No													
2) Was the Grama Sabha Facilitators identified and posted at the G P level for NREG? ⁽¹¹⁾	Yes	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	No													
3) Was the NREGS Grama Sabha Level Facilitators given training in collaboration with Kudumbashree?	Yes	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	No													
4) Was the Grama Panchayath's Ward Level Coordination Samithi constituted in the Grama Sabha? ⁽¹²⁾	Yes													
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
5) For the implementation of NREGS works was the G P Level Action Plans Preparation Samithis formed? ⁽⁷⁾	Yes													
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
6) For the NREGS was the Grama /Block/District Level Advisory Committees constituted? ⁽¹³⁾	Yes													
	NO	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
7) Did the works begin after constituting the work level Vigilance and Monitoring Committees? ⁽¹⁴⁾	Yes													
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
8) Was the Grama Panchayath Level Coordinator posted? ⁽¹⁵⁾	Yes													
	No	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Source .Primary Study.
