



IMPLEMENTATION OF NREGA THE RAJASTHAN EXPERIENCE

**Principal Secretary,
Rural Development & Panchayati Raj Department
Government of Rajasthan**

RAJASTHAN : FACT SHEET

- Geographically the largest State in the country (Area 342239 sq. kms), Jaisalmer district is almost equal to Kerala State(38401sq. kms).
- 66% area is desert & tribal.
- 70% area is single crop and rainfed.
- Livestock population more than human population.
- 5% of country's population and 1% of its water resources.
- Recurrent droughts.
- Low level of literacy, status of women is low.
- 66% people depend on Agriculture & Animal Husbandry for their livelihood.
- 22% population below poverty line.
- High birth rate, infant & maternal mortality rate.
- IN THIS BACKGROUND NREGA IS A BOON TO THE STATE

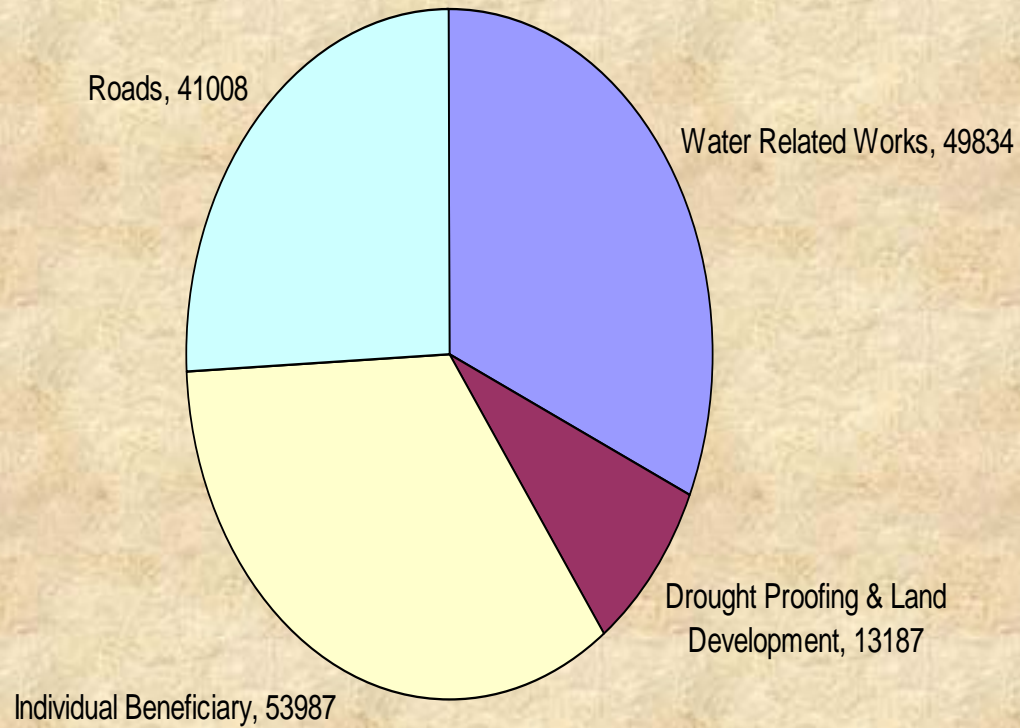
ACHIEVEMENTS

S. No.	Activity	Achievement		
		2007-08	2008-09	2009-10 (up to Sep., 09)
1.	No.of households registered (lacs)	28.71	84.69	86.61
2.	No. of Job Cards issued (lacs)	28.69	84.69	86.61
3.	% households reported on works as against registered	76%	75%	63%
4.	Average days of employment per household	77	76	58
5.	% households reporting on works completed 100 days	42%	42%	9%
6.	Employment to weaker sections:			
	(i) % women workers	69%	67%	67%
	(ii) % SC workers	19%	29%	27%
	(iii) % ST workers	46%	23%	24%

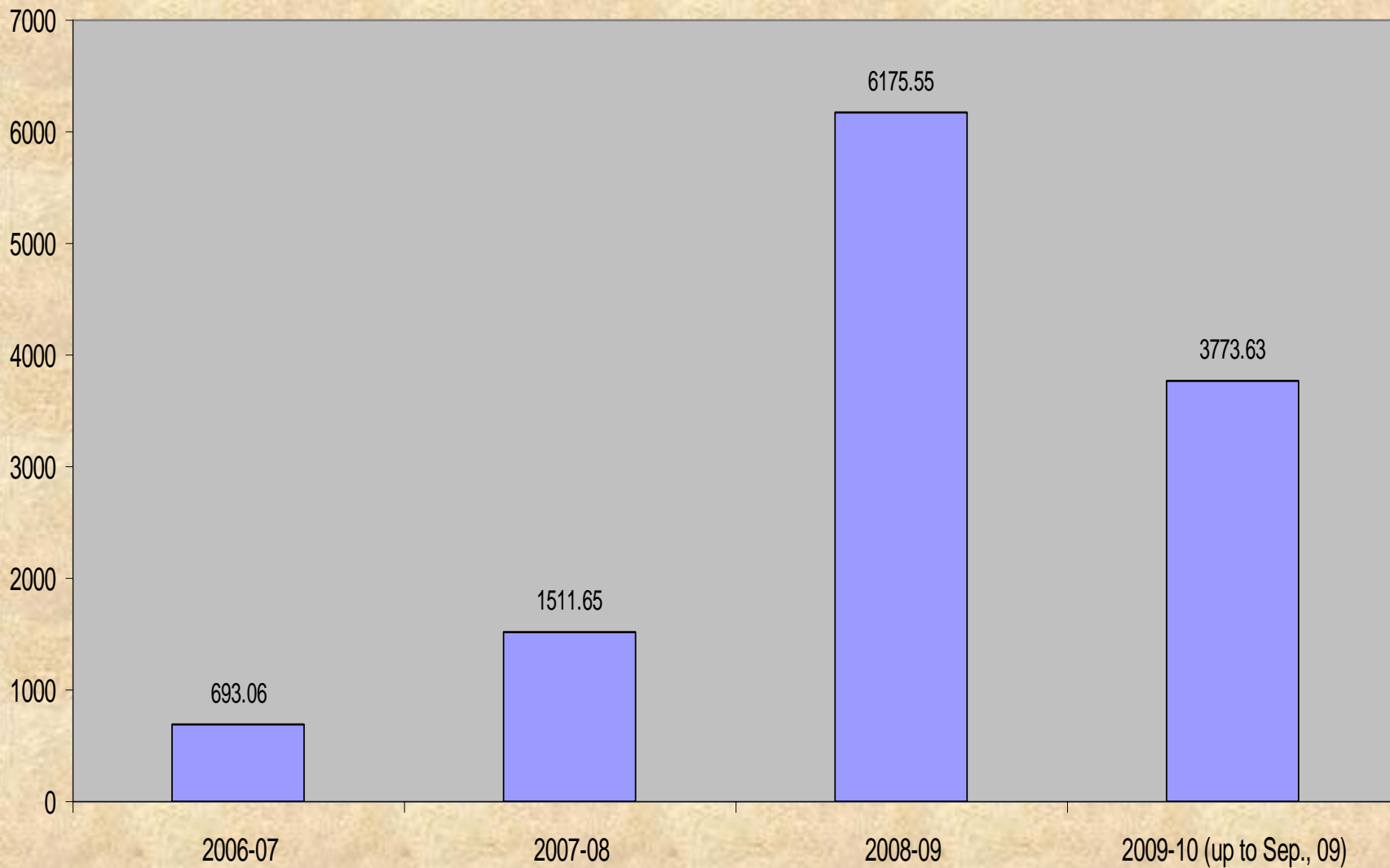
COMPARATIVE ACHIEVEMENTS

Indicator	Performance			
	2007-08		2008-09	
	Raj.	All India	Raj.	All India
No. of households demanded employment per dist.	181094	97889	199049	74930
Person days gen.(lacs per dist.)	139.86	40.14	150.92	35.71
Average days of employ. provided to a house-hold	77	41	76	48
Completion of 100 days employ	42%	11%	42 %	NA
Employment provided to:				
a) SC	19%	27%	29 %	29 %
b) ST	46%	30%	23 %	25 %
c) Women	69%	42%	67 %	48 %
Average exp. per dist. (Crores)	125.97	44.01	192.98	44.81
Rajasthan ranked First for NREGA implementation by MoRD during 2007-08				

CATEGORYWISE WORKS UNDERTAKEN



Exp. (Rs. in Crore)



IMPACT OF NREGA : MAIN FINDINGS OF EVALUATION STUDIES

- Increased public participation : Deepening of grassroot democracy.
- PRI's, new village Institutions like Social Audit Forums, Vigilance Committees.
- Delivery system matched with demand.
- Very high participation of weaker & marginalised sections : Women, SC & ST.
- Checked migration to a larger extent.
- Improves wage rate in Agriculture & other sectors.
- Assets start paying money spent : Demand for seed & fertilizer increased, increase in water table etc.
- Visible signs of improvement in the level of nutrition, education among poor.
- Provided voice to the poor.
- NREGA holds a great potential to dent rural poverty.

CRITICAL FACTORS IN SUCCESS

- Favourable Pre-conditions
 - Successful drought Management (2002-2003) free from corruption & leakages.
 - Processes, procedures and institutional arrangements for NREGA & Drought Relief : by & large the same.
 - Precarious Livelihood Situation : High demand for wage employment
 - Pioneer in enacting RTI in 2002.
 - Keen interest of Civil Society Organisations in monitoring & Social Audit
- Political commitment : Programme visibility.
- Leadership focusses on :
 - To inspire others.
 - Create Commitment
 - To encourage innovations to improve the implementation of NREGA

FEATURES OF IMPLEMENTATION

- Guiding philosophy of implementation.

- We recognise that NREGA gives hope to those who had all but lost hope.
- The NREGA gives employment, gives income, gives a livelihood and it gives a chance to live a life of self respect and dignity.
- NREGA not just a development initiative but a regime of rights.
- Employment Guarantee is implemented in its true sense.
- Focus on matching outlays by outcomes.
- Productive assets are created to pay for the money spent.
- Effective and efficient management of all processes.

Contd.....

■ Clear Guidelines & Policy Directives

- Guidelines finalised through participation of all Stakeholders : PRI's, Collectors, NGO's, BDO's & Grass root functionaries.
- Guidelines focussed on :
 - ✓ Transparent & Corruption free implementation
 - ✓ Natural Resource Management through participatory planning
 - ✓ Quality & Outcome of Works undertaken
- Functional clarity of contractual staff
- Performance Evaluation System of contractual staff.

Outcome : Kickstart of NREGA

■ Awareness Building : Massive IEC Campaign

- Mass Media : TV, Radio, Mike Publicity, Press
- Inter personal communication : door to door publicity by grass root workers
- Posters, Pamphlets, Boards, Slogans on walls
- Meetings of PRI's, Gram Sabhas

Contd.....

- Kala Jathas – Folk Media
- Rallies
- Convergence with other campaigns like Jal Chetna Yatra
- NREGA Mitras
- Village Contact Drive
- Mukhya Mantri Sarvjan Sambal Mahaabhiyan
- Door to door survey of BPL households not reporting on works

Outcome : High registration & deployment of labour.

■ Organisational Framework

- State Level Committee under chairmanship of Chief Secretary
- Full fledged Commissioner, NREGA
- Collector appointed as DPC to ensure effective inter-departmental co-ordination
- Independent office of Programme Officer at Block Level : Initially RAS Officers posted as PO's
- 163 persons deployed on contract basis as against 178 sanctioned posts

Outcome : Effective & Efficient implementation

Contd.....

■ Capacity Building

- Focussed on three components :
 - Information & knowledge (What to do ?)
 - Methods & techniques (How to do ?)
 - Motivation (Why to do) ?
- Time bound Action Plan
- IGPRS & SIRD played a key role in holding ToT's of DTT's.

Outcome : Effective & Efficient implementation

■ Work Planning & Execution

- Participatory Decentralised Planning of works
- Standard Check List for examination of AAP's
- Focuss on Natural Resource Management :
 - Plantation in 8714 ha of degraded forest land
 - 1,28,000 ha. area brought under Jetropha Plantation
 - 3287 ha. of Pasture Land developed
 - 0.944 lac individual beneficiary works (Keshav Badi Yojana)
 - 5284 km. of Village Gravel Roads constructed

Contd.....

- Standard designs & software for estimate preparation
- Central role to Panchayats in planning & execution of works : 92% works by Panchayats

Worksite Management

- Mate a key functionary : 50% Mates women
- Training of Mates
- Record keeping : Daily Work Measurement Sheet, Material receipt & Use register, Inspection register, Muster Roll etc.
- Allocation of work to group of 5 labourers & payment on the basis of group work
- Task Display Boards at worksite
- Provision of facilities to labourers

Quality of Works

- Outcomes mentioned in estimates
- Inspection of works
- Test checks by senior technical officers

Contd.....

■ Transparency & Accountability

- Social Audit : Soul of Empowerment & Guarantee
 - Social Audit Forums
 - Social Audit Manual
 - NGO's being given a wider role
 - Two Model districts being setup
 - Social Audit completed in all the Panchayats in April, 2008 & September, 2008
 - Social Audit by MKSS – A reputed NGO
- Inspections : State Level, DLO's, DPC's, PO's, XEN's etc- Norms fixed
- Standard Checklist for Inspections
- Grievances & Complaint Redressal mechanism
- Muster Roll inspection allowed to NGO's, PR's & individuals
- Pro-active disclosure
- Strict action on Acts of omission & commission : clear policy on accountability : about 42 FIR's lodged so far & chargesheet issued to 123 employees & PR's
- 100% payment of wages through Bank/ Postal accounts - 51.05 lac accounts opened & operationalised

MONITORING & REVIEW

■ Monitoring at State Level

- CM convened 3 conferences of Collectors for review of NREGA.
- Regular review by the Chief Secretary
- Fortnightly review note by Pr. Secretary, RD & PR
- Video Conferences with Collectors & CEO's, ZP on fixed agenda
- Mukhya Mantri Sarvjan Sambal Mahaabhiyan(May-June, 2008).
- Village Contact Drive (Jan., 2007)
- Tours by Senior Officers
- District Officer's-in-charge inspect minimum 3 NREGA works in a month
- District Level :

■ Monitoring at District Level

- Meeting by the Collectors with PO's on fixed agenda
- Review by Sectoral in-charge
- Review by the District in-charge & Minister in-charge

Contd.....

- Monitoring at Block Level
 - Review by SDO's & PO's
- Evaluation Studies carried out
- Online MIES
 - 6,13,878 Muster Rolls entered as against 20,97,532 which is 29.25 %
 - 77.23 % works entry completed

COMMUNITY PARTICIPATION

- Networking with NGOs.
- Community Participation ensured in
 - Planning
 - Demand Mobilization
 - Vigilance, transparency & Social Audit.
 - Monitoring.
 - Implementation

GENDER DIMENSION

- 69% women workers
- Women feel empowered : better food, nutrition, clothes
- Women receive equal wage as men
- NREGA assets would address women related issues :
Fuel wood, Water, Fodder etc.
- Amrita Devi Vishnoi Yojana

UNFINISHED AGENDA : MAJOR AREAS OF CONCERN

- Making the poor demand work as right – lack of knowledge & collective strength
- Enforcing Guarantee of work : Commitment & providing 100 days employment to maximum households
- Ensuring payment of minimum wage : about 75% did not get minimum wage

PLANNING FOR ASSETS

- Lack of capacity of Panchayats to prepare perspective plans focussing on NRM & goals of NREGA
- Works selected with objective of labour deployment
- Thin attendance in Gram Sabhas : Low level of participation
- Durability of assets questionable : strong need for convergence

INSTITUTIONS & ORGANISATIONS

- Panchayats unable to execute all type of works with the help of Junior Technical Assistant
- Technical Departments of the Government overworked : unable to provide support to Panchayat with existing staff
- Village Level Vigilance & Monitoring Committees & Social Audit Forums largely inactive
- Participation in Gram Sabhas very low
- Willingness of Panchayat : Feel aggrieved by excessive audits & burdensome procedures

STAFF RELATED ISSUES

- Low motivation, high attrition, frustration, due to
 - Insecurity of tenure
 - Low remuneration
- Non availability of technical staff in remote districts
- No funding support to PIA's other than Panchayats to augment their capacity

CAPACITY BUILDING

- Focus mainly on information & lecturing
- Continuous effort to focus on methods, techniques & motivation
- Huge Task & limited resources

ISSUES RELATED TO GOVT. OF INDIA

- State Schemes V/s Guidelines of Govt. of India
- Definition of household
- Administrative charges : Need to support strengthening of Technical Departments
- Online MIES : System's Capacity
- Task linked wage & SoR
- No special job designated for pregnant women, nursing mothers or old & sick persons
- National Quality Monitors – Capacity Building
- List of works too restrictive
- Convergence with other schemes to create durable assets
- Full time Officer as ADPC : CEO, ZP overloaded
- Strengthening Panchayats to enable them to implement guidelines & instructions
- Release of funds

CRITICAL FACTORS THAT NEED TO BE STRENGTHENED

- Expanding coverage & providing 100 days employment to maximum households : Addressing demand & supply side issues
- Enforcing guarantee of work
- Capacity Building of PRI's & Officials
- Ensuring minimum wage payment
- Selection & Quality of Assets
- Community Participation : Activating Gram Sabhas
- Involving NGO's & Other Agencies
- Social Audit

CONCLUDING OBSERVATIONS

- Success of NREGA largely depends on Social Mobilisation at the bottom
- Political Commitment at the top
- Bureaucratic Commitment
- Decentralized Participatory Planning
- Sound technical support to Panchayats in planning & execution of works
- Capacity Building
- Transparency & Accountability at all levels of implementation
- Active involvement of Civil Society Organizations

THANK YOU