

## 6 Registration of Households and Issue of Job Cards

### 6.1 Prescribed Procedures

The detailed procedure prescribed by the State Government for registration of households and issue of job cards, which is in consonance with the MGNREGA Operational Guidelines, is as follows:

- Any adult person of a household may, on behalf of the members of the household, apply to the Gram Panchayat, in the jurisdiction of which they reside, for registration of their household for issuance of a job card. The application can be on the printed form or on a plain paper containing the names of the adult members, their age, caste/tribe and address.
- The Panchayat Secretary shall receive the applications and issue a dated receipt and enter the details in the EGS Registration and Job Card Register. After making due enquiry, he shall make a recommendation to the Programme Officer to issue the job card.
- The Panchayat Secretary maintains the details of job cards issued in the EGS Job Card Register. The joint photograph of the adult members of the household must be affixed to the job card within three months from the date of issue of the job card.
- Addition or deletion of members eligible to seek work is to be carried out in the job card as and when required or at the beginning of the financial year. The updated list shall be sent to the Programme Officer.
- The Panchayat Secretary or Field Assistant shall update the household job card at the time of payment of wages. The wage-days provided and the wages paid to the workers shall be reflected in the job card.

The main audit findings in respect of registration of households and issue of job cards are described below:

### 6.2 Registration of Households and Issue/updating of job cards

As of March 2012, job cards have been issued to a total of 124.24 lakh households, involving 291.88 lakh individuals, throughout the State. This represented about 35 *per cent* of the total population of the State of 846.66 lakh, as per the 2011 Census data. In the six sampled districts, as of March 2012, job cards have been issued to 35.19 lakh households (involving 84.05 lakh individuals).

An 18 digit unique registration number (including codes for District, Assembly, Mandal, GP, Revenue Village, and Habitation) was being generated through the AP MGNREGS MIS, which could be retrieved/viewed online from any terminal.

### 6.3 Non-segregation of unduly large registered households into nuclear families

MoRD's Operational Guidelines - 2008 stipulate that *'..household will mean a nuclear family comprising mother, father and their children and may include any person wholly or substantially dependent on the head of the family'*.

However, analysis of electronic data in respect of the four selected districts revealed several very large households (with 20 or more members) and large households (10 to 19 members), as summarised below:

*Table 6 – 'Large' Households*

Household size	Ranga Reddy	Anantapur	Vizianagaram	Nalgonda
	(Number of households)			
20 or more members	40	6	8	10
10 or more, but less than 20 members	751	420	407	804
Maximum household size	65	30	39	28

*Source: Analysis of data provided by the Department*

Clearly, in these cases, households have not been properly segregated into nuclear families, thus adversely affecting their statutory annual right to at least 100 days per household. Contrarily, where the State Government is providing more than 100 days of employment annually to such large households, it is incorrectly shouldering excess financial burden.

State Government stated (December 2012/February 2013) that during the initial stages of the programme, job cards were issued, treating nuclear families also as part of the households and that, after receiving file feedback, the procedure for splitting job cards was issued. It was further stated that, special emphasis would be assigned for splitting and segregation of large job cards into nuclear job cards, which would be completed by end of the financial year (2012-13).

### 6.4 Job Card Application Register and Issue of Job Cards

Audit scrutiny in the selected districts revealed that:

- While Job Card Registers were being maintained at the Mandal level, no related registers were being maintained at the GP level.
- Job Card Application Registers/Files were not maintained in the GPs in 2 mandals (Yalal and Yacharam) of Ranga Reddy district
- In the sampled GPs in Vizianagaram district, there were pending complaints regarding non-issue of job cards in seven cases, as intimated by PD, DWMA and no attestation of MPDO on disposal of complaints was available. It was observed that even though the register of job cards was maintained in the test checked mandals, the date of application and date of issue of job card was not mentioned in the Register.

- In Kurnool district (Krishnagiri and Tuggali mandals), while job card numbers were intimated to the beneficiaries, job cards were not given in many cases (on account of printing problems); this was confirmed through the beneficiary surveys. In many cases, photos were old, and included photos of children who had already been given separate cards. In fact the number of job cards comprising more than 4 adult members to be segregated as per Government order in 2011 had not been reviewed.

State Government, while replying (August 2012) that the maintenance of job card registers would be addressed, stated that complaints of non-issue of job cards in Vizianagaram district were settled by issuing cards; this would be verified in future audits.

## 6.5 Affixing of Photographs on Job Cards

Beneficiary survey by audit teams revealed the following position regarding affixation of photographs on job cards in the test checked districts.

Incidentally, the AP MGNREGS MIS does not capture the household photograph, as part of the job card issue process.

In response (August 2012/February 2013), the State Government indicated that the issue of affixing of photographs had been solved with the introduction of bio-metric smart cards with digitally affixed photographs. At present, new job cards are being issued (replacement of old job cards) with individual photographs.

*Table 7 - Details of non-affixation of photographs on job cards*

District	Percentage of photographs not available with job cards verified in audit
Nalgonda	33
Ranga Reddy	40
Kurnool	61
Anantapur	35
Visakhapatnam	38
Vizianagaram	25

*Source: Beneficiary survey*

## 6.6 Updating of Job Cards with Work Details

Audit scrutiny revealed that in all the test checked districts/mandals, job cards were largely incomplete, and not updated with details of application/work allotted/work done, and entries were made only on a sporadic basis. Given the volume of transactions (3,034.48 lakh persondays of employment to 291.88 lakh individuals in 50.06 lakh households during 2011-12 in the State) and the available staff/contracted resources, the practicability of manual updating of transactions on job cards is, thus, open to doubt.

State Government replied (August 2012) that necessary instructions were issued in July 2012 to ensure that the audit observations connected with job cards were addressed.

## 6.7 Beneficiary Survey Findings

The beneficiary responses regarding household registration and issue of job cards are summarised below:

Criteria	Response
Requests for registration	72 per cent stated that oral requests for registration were entertained; 28 per cent stated that written requests were submitted and 34 per cent of those who submitted written requests stated that they received acknowledgement.
Registration process open throughout the year	72 per cent stated that the registration process was open throughout the year.
Receipt of job card	3 per cent (47 beneficiaries) indicated that they had not received the job card; 72 per cent indicated receipt within 15 days; 7 per cent indicated receipt between 15 days to 4 months; and 18 per cent did not respond. One beneficiary indicated payment of ₹30 for registration/job card.
Job cards in custody of beneficiary	94 per cent produced the job cards; 6 per cent stated that the card was lost/not traceable or did not produce the job cards. Only 6 beneficiaries stated that the card was with the sarpanch/mate/FA.
Photographs on job card	Of the job cards produced to audit team, 38 per cent indicated that they did not have photographs on the job card; 6 per cent indicated the individual photographs; 55 per cent indicated the presence of joint photographs; 1 per cent did not respond.
Discrepancies in the job cards	Of the job cards produced to the audit team, <ul style="list-style-type: none"> <li>69 per cent indicated that there were discrepancies regarding payment entries, and 31 per cent gave negative response.</li> <li>67 per cent indicated that there were discrepancies regarding work done entries, 33 per cent gave negative response.</li> <li>75 per cent indicated that signature column in the job card was blank and 25 per cent gave negative response.</li> </ul>