

**CHAPTER – 2**  
**CAPACITY BUILDING**



## Chapter 2

### Capacity Building

#### 2.1 Introduction

A key pre-requisite for the proper implementation of any scheme is that adequate capacities exist at all levels. For a large scheme like MGNREGS which requires Gram Panchayats (GPs) to carry out most of the implementation activities, providing and strengthening capacities at the lower levels assumes great importance. This fact has been recognised in the Act and the Operational Guidelines. Capacity building activities would consist of promulgating the necessary rules, setting up the required structures, manning these structures adequately and ensuring that personnel are adequately trained for proper implementation of the scheme.

During the performance audit of the scheme we found several shortcomings in the capacity building efforts of the State Government. Some of these are:

- Delay in formulation of State Employment Guarantee Scheme (SEGS) for implementation of the scheme.
- Delay in constitution of State Employment Guarantee Council (SEGC).
- Deployment of insufficient manpower and not investing enough effort towards training the available manpower.

These issues are discussed in the succeeding paragraphs:

#### 2.2 State Employment Guarantee Scheme (SEGS)

As per section 4(i) of the NREGA 2005, the State Government shall, within six months from the date of commencement of the Act, by notification, make a Scheme for providing not less than 100 days of guaranteed employment in a financial year to every household in rural areas covered under the Scheme and whose adult members, by application, volunteer to do unskilled manual work. NREGA commenced in Jharkhand from 7 September 2005.

However, we noticed that SEGS named “NREGS, Jharkhand” was formulated in June 2007 after a delay of one year and nine months from the date of notification<sup>1</sup> of the Act.

Formulation of the required rules was crucial for effective implementation of the Scheme. In the absence of NREGS, Jharkhand, the scheme implementing authorities in the State were functioning without any State-specific directions from February 2006 when the scheme was launched in the State till June 2007.

#### 2.3 State Employment Guarantee Council (SEGC)

Para 2.4 of the Operational Guidelines, 2008 stipulates that a State Employment Guarantee Council (SEGC) is to be set up by every State

**SEGS was formulated in June 2007 after a delay of one year and nine months from the date of notification of the Act**

<sup>1</sup> Notification No. 48 of 7<sup>th</sup> September 2005

Government under Section 12 of NREGA. SEGC shall advise the State Government on the implementation of the Scheme and evaluate and monitor it. Other roles of the State Council include deciding on the "preferred works" to be implemented under NREGS and recommending the proposals of works to be submitted to the Central Government.

**SEGC was constituted after a delay of 11 months from the date of launching of the Scheme. The Council met only thrice during 2007-12**

We noticed that SEGC in the State was constituted in January 2007 i.e. after a delay of 11 months from the date of launching of the Scheme. The Council met only thrice<sup>2</sup> during 2007-12 against the prescribed schedule<sup>3</sup> of one meeting every six months. No meetings were held during the period 2008-11, reasons for which were not on record. In the absence of required meetings of the apex body at the State level, monitoring and reviewing of the implementation of MGNREGS at regular intervals did not take place and necessary corrective measures could not be implemented resulting in lesser employment generation (as discussed in paragraph no. 5.3.1).

During the exit conference (July 2012), while accepting the facts, the Principal Secretary did not furnish specific reasons for delay in formation of SEGC and non-convening of the required number of meetings.

## **2.4 Human Resources Development**

### **2.4.1 Deployment of Manpower**

As per the Act, it is mandatory for the State Government to provide necessary staff and technical support for effective implementation of the Scheme to the District Programme Coordinator (DPC) and the Programme Officer. NREGS, Jharkhand prescribed (June 2007) a separate machinery comprising of Programme Officer (PO), Assistant Engineer (AE), Junior Engineer (JE), Accounts Assistant and Computer Assistant to be put in place below the DPC at block level and Panchayat Sevak<sup>4</sup> and Gram Rozgar Sahayak (GRS) at Gram Panchayat (GP) levels.

**There were vacancies in the post of key functionaries. Besides, MGNREGS staff were deputed for other works**

We, however, noticed that dedicated personnel at block and district level were not provided which indicates weak institutional arrangements. In the six sampled districts, vacancies in the post of POs were ranging between 19 and 50 *per cent* of the sanctioned strength while among AE it was between 61 and 100 *per cent*<sup>5</sup>. The shortage of Accounts Assistant ranged between 28 and 70 *per cent*, Computer Assistant between 33 to 80 *per cent* and GRS between 5 to 14 *per cent* except in Ranchi (*Appendix 2*).

We further noticed that in Ranchi and Pakur districts, GRSs were engaged in the work of economic and social survey by the State Government apart from performing their duties under MGNREGS.

<sup>2</sup> 22 June 2007, 18 February 2008 and 27 September 2011

<sup>3</sup> Prescribed in clause 4 of Notification (55/3 January 2007) issued for constitution of SEGC

<sup>4</sup> *Panchayat Sevak* also known as Panchayat Secretary

<sup>5</sup> Range was 61 to 90 *per cent* except in Pakur where it was 100 *per cent*

Thus, due to the shortage of staff and deployment of the available personnel on other duties, the latter could not dedicate their full time towards their assigned duties like maintenance of various registers required under MGNREGS at the GP level.

In respect of engagement of GRSs in other work DPC, Ranchi (September 2012) accepted the fact and stated that it was noted for future guidance whereas DPC, Pakur stated (July 2012) that involvement of GRSs in other activities other than MGNREGS was very limited.

#### **2.4.2 Technical Support**

##### **2.4.2.1 Non constitution of panels of accredited engineers**

As per paragraph 13.2 and 13.3 of the Operational Guidelines, 2008, the State Government may constitute panels of accredited engineers at the district and block levels for the purpose of assisting with the estimation and measurement of works. The State Government shall prescribe the minimum qualifications of accredited engineers and the procedures for accreditation as well as cancellation of such accreditation. Further, the State Government was to ensure Technical Resource Support System at the State and district level to help in the process of planning, designing, monitoring, evaluation and to improve the quality and cost effectiveness of the schemes.

**Panel of accredited engineers and Technical Resource Support System was not constituted in the State**

We, however, noticed that a panel of accredited engineers had not been constituted in the State. Further, Technical Resource Support System at the State and in the test checked district was also not created. No reply was furnished in this regard by the Principal Secretary during exit conference.

Thus, in the absence of adequate technical support, the quality of work suffered as instances of execution of sub-standard work were noticed by audit (referred to paragraph 7.1.3).

#### **2.4.3 Training**

##### **2.4.3.1 Shortfall in training of personnel**

Training of personnel engaged for the implementation of the scheme is essential to ensure that they discharge their duties as envisaged in the Act and to ensure effective implementation of the scheme. According to paragraph 3.3.1 of the Operational Guidelines, 2008 all key agencies were to be trained in discharging their responsibilities under the Act. Basic training on core issues pertaining to the Act and Guidelines was to be arranged by the State Government and priority was to be accorded to its key functionaries, especially the District Programme Coordinator, the Programme Officer and the members of PRIs.

We observed that the State Government designated (June 2007) State Institute of Rural Development (SIRD) for imparting training to various

**There were shortages in imparting training in various cadres**

stakeholders and key agencies of MGNREGS. As per the training calendar 2007-12 of SIRD, no training was provided to DPCs. Further, the shortfall in training imparted to key functionaries at block and GP levels ranged between two and 77 per cent of targets of trainings fixed by the DPCs.

During the exit conference the Principal Secretary stated (July 2012) that SIRD had been requested to provide training to middle level officers and so far as DPCs are concerned, there was no need to provide them training since they were already well informed about their duties owing to extensive training at Lal Bahadur Shashtri National Administrative Academy.

#### **2.4.3.2 Non providing training to mates**

As per paragraph 6.5.5 of the Operational Guidelines, 2008 for supervision of the work and recording attendance at work site a mate may be designated for each work. Adequate number of mates should be trained to ensure availability of trained mates at all times. Every mate should receive several days of both “classroom” as well as “on-site” training.

**No training was imparted to mates**

Scrutiny of the training calendar for the period 2008-12 as furnished by SIRD revealed that no training had been imparted to mates. In the absence of required training of mates, authenticity of data in the muster rolls, the quality of work executed and general worksite supervision was adversely affected as evident from the records which indicated large number of cases of tampering (cutting and overwriting, omission or deletion of name, period of work etc.) in the MRs (as discussed in paragraph 6.1.1).

### **2.5 Conclusion**

The delay in formulation of rules and constitution of SEGC by the State and inadequacy of manpower including technical resource staff adversely affected capacity building for proper implementation of the Scheme. Implementation of MGNREGS works suffered due to non constitution of a panel of accredited engineers and technical resource system. Further, insufficient training meant that personnel would not be properly equipped to discharge their duties properly for effective implementation of the scheme.

### **2.6 Recommendations**

- To implement the scheme smoothly and achieve the intended objectives necessary support staff should be deployed;
- Accredited engineers in the State should be empanelled; and
- Adequate training should be imparted to the supporting staff at the district, block and GP levels.