

CHAPTER – 5
REGISTRATION AND EMPLOYMENT



Chapter 5

Registration and Employment

5.1 Registration

The MGNREG scheme is open to all rural households. All adult members of a household willing to do manual work will have to apply for work either through a written application or orally. The MGNREGS Guidelines envisage a door-to-door survey to identify persons willing to be registered under the Act. The Gram Panchayat will issue job cards to every registered household which will contain registration details and photographs of all eligible members. All the particulars of beneficiaries will be entered in the job card register which was to be updated every year.

According to the information furnished by the State Government and DPCs, during the period 2007-12, 40.20 lakh households were shown registered in the State while the number of registered households in the six test checked districts was 13.30 lakh. The details are given in **Table 9** below:

Table 9: Number of registered households in the State and six test checked districts

Year	Cumulative no. of Households registered	
	State	Districts
2007-08	30.30	10.40
2008-09	33.76	11.59
2009-10	36.97	12.50
2010-11	39.21	13.04
2011-12	40.20	13.30

Source: Information from State and DRDAs

In course of audit instances of deficiencies in registration, issue of job cards and maintenance of job card register, existence of fictitious job cards, ghost labourers etc. were noticed which are discussed in the succeeding paragraphs:

5.1.1 Absence of household survey

As per paragraph 5.2.5 of the Operational Guidelines, 2008, a door-to-door survey was required to be undertaken to identify persons willing to be registered under the Act.

Door-to-door survey was not conducted in the test checked districts

During scrutiny of records in the six test checked districts we noticed that no door-to-door survey to identify the beneficiaries willing to get registered under the Act was conducted during the period 2007-12. Households under MGNREGS were registered either on the basis of oral requests or applications of beneficiaries received through Panchayat Sevaks/Gram Rozgar Sahayaks. The Chief Secretary, Government of Jharkhand expressed his displeasure over non-registration of beneficiaries through door-to-door survey and instructed (May 2010) all DPCs to conduct door-to-door survey for identification of beneficiaries along with categories of works required to be undertaken in the State.

During the beneficiary survey conducted by audit in the test checked districts 1,241 out of 1,670 respondents stated that registration was done on the basis of oral requests and not through door-to-door survey.

DPCs (Dumka, Gumla, Palamu, Pakur, Ranchi) accepted (July-September 2012) the fact while DPC, West Singhbhum did not have the information about door- to- door survey conducted in his district.

Thus, in absence of proper survey of beneficiaries the genuineness of data/information available at districts/blocks level in respect of total number and details of households, number of households seeking employment under the Act etc. could not be vouchsafed.

5.2 Job cards and job card register

5.2.1 Deficiencies in job cards and irregular maintenance of the job card register

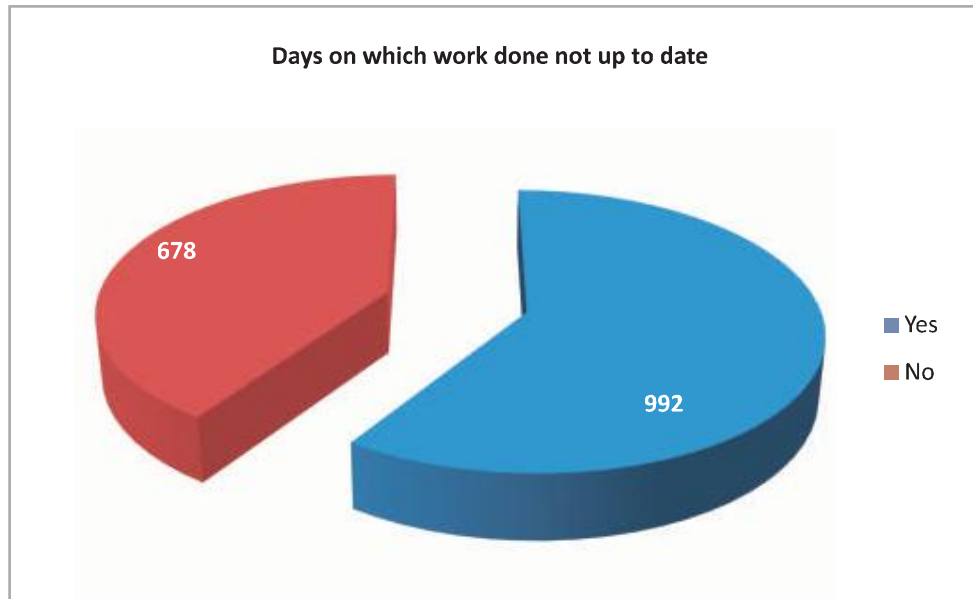
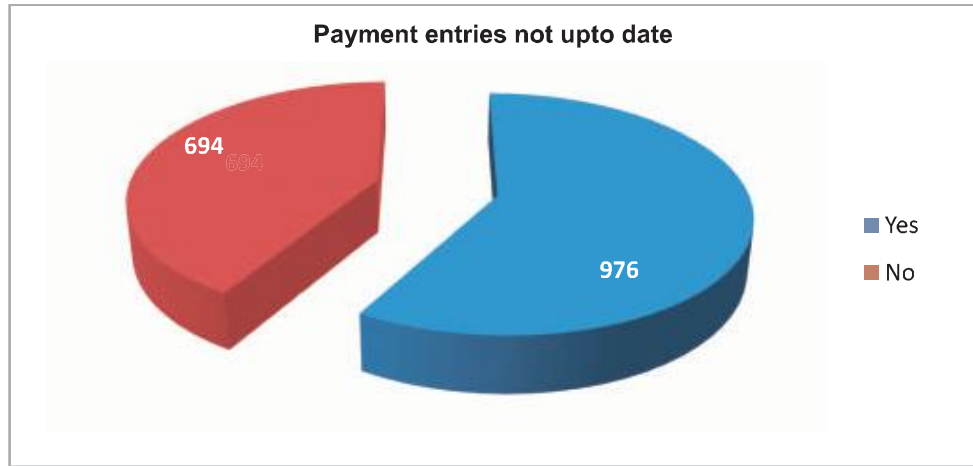
As per paragraph 2.1.3 of the Operational Guidelines, 2008, Gram Panchayat will issue job cards to every registered household. Gram Sabha shall be convened for the purpose of explaining the provisions of the Act. Job cards should be issued within a fortnight of receipt of the application for registration. Photographs of adult member applicants along with all suitable details of registered persons should be incorporated in the job cards. Particulars of registered labourers were also to be sent to Programme Officer regularly, for planning, tracking and recording in the job card register to be maintained at PO level.

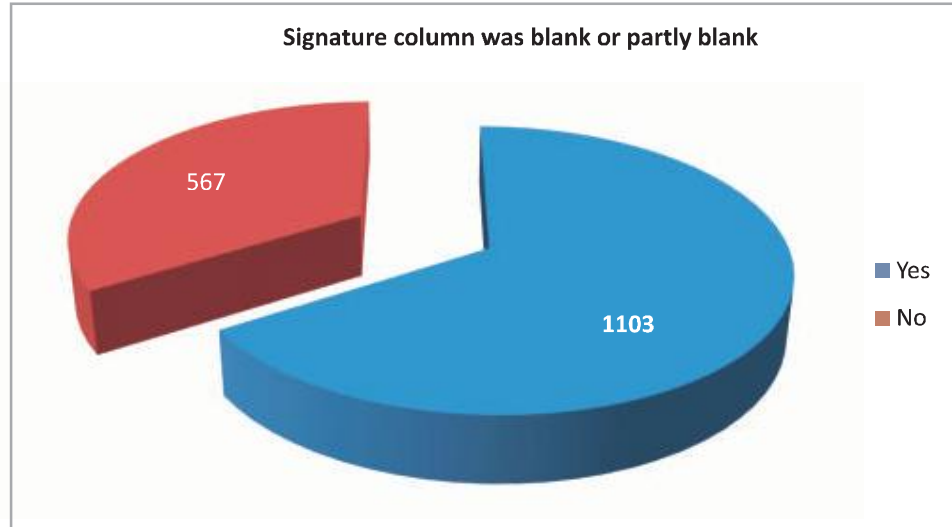
During examination of the job cards of beneficiaries during the beneficiary survey we observed several deficiencies in the job cards. Some instances are given below:

Certain deficiencies in the job cards were noticed during beneficiary survey

- No photographs of the registered workers were affixed on 291 out of 1670 job cards test checked during the survey.
- 41 out of 1670 beneficiaries stated that job cards were not in their personal custody.
- Two beneficiaries complained that they had to pay ₹ 10 each for issuance of job cards in Arsande GP of Kanke block in Ranchi.

Discrepancies in job cards emerging from the beneficiary survey is depicted in the following pie-charts:





Source: Beneficiary survey conducted by audit during March to July 2012

- We observed that in GP Chiyanki under Medininagar block of Palamu district the job card number (Registration number of family) was not mentioned in 599 cases, photographs were not affixed in 247 cases and signatures of applicants were not taken in 90 cases in the job card register while issuing the job cards out of 1,166 cases test checked by audit. In 41 cases, job cards were issued to other persons as signature of recipients were different from the names of applicants for issue of job cards. Similarly, in Sarja GP of Sadar Medininagar block, 66 job cards were issued after a delay of 11 to 197days.

DPC, Palamu accepted (July 2012) the audit observations and assured to take necessary action in this regard.

- Paragraph 9.1 of the Operational Guidelines, 2008 further stipulates that the Job card register¹ was to be maintained at both PO as well as GP level and should contain all registration details, photographs and thumb impression/signatures of the job card holders.

During scrutiny of the records in the test checked blocks and GPs we however, observed that job card registers were not maintained at POs level properly while in the sampled GPs, though job card registers were maintained, most of them did not contain paging certificate, photographs of labourers, thumb impression/ signature of beneficiaries etc. Thus, improperly maintained job cards and job card registers left scope for misuse of the scheme and extension of undue benefit to ineligible persons as discussed in the succeeding paragraphs:

¹ Proforma as per Annexure B-8 MGNREGS guidelines.

5.2.2 Doubtful job cards and fictitious registrations

During course of audit at blocks/GPs level some instances of duplicate job cards, ghost workers, fake registration, etc. were noticed which are discussed below:

- As per information furnished by DPC, in Ranchi district, 2,88,668 job cards were shown issued up to 2010-11 to households against the existing 2,73,904 rural households creating doubt over issuance of 14,764 duplicate job cards.

DPC, Ranchi stated (September 2012) that the total number of rural households as per the Census was 2,59,690 but by clerical mistake it was mentioned as 2,73,904. Further, the number of job card holders registered is more than the total households because the figure of households was taken from Census 2001. The reply of DPC is self-contradictory as on the one hand it was stated that the figure of households was taken from Census 2001 and on the other hand it was stated to be a clerical mistake.

- In Rampur GP of Sadar block, Dumka District two job cards² were shown issued in the name of Manoj Hansda, while in two other two job cards³, one card was issued in the name of Sokol Hansda (Job card no. JH 11001023-011/122) and in the other job card (No. JH 11001023-011/40) the name of Sokol Hansda was shown as a family member. The name of the wife of Sokol Hansda was shown as Fulmuni Murmu which was incorporated in both the job cards mentioned above. We noticed that wages earned by Fulmuni Murmu was credited in the same account in Kurua Post Office (A/c no. 111302020) whereas wages earned by Sokol Hansda was credited in different accounts in the same post office (A/c no. 1248275 & a/c no. 111302020).

DPC accepted (July 2012) the audit observation and stated that the case would be examined.

- Scrutiny of records of Ghaghara GP in Sisai block of Gumla District revealed that two job cards (Job card number JH 03007007-004/41 and JH 03007007-004/24) were issued in the name of Kapura Devi, wife of Chaitu Oroan. Wages relating to both job cards were credited in two separate accounts⁴ in the Post Office. However the job card register was not produced to audit for verification of the fact. Thus, the genuineness of the job cards mentioned above could not be verified in audit.

BDO, Sisai sought clarification⁵ from the concerned Panchayat Sevak after the matter was reported to him. However, further compliance is awaited.

² Manoj Hansda, Job card number JH 11001023-011/35 and JH 11001023-011/101 with post office account no. 1248261 and 111304175.

³ Sokol Hansda wife name Fulmuni Murmu Job card no. JH 11001023-011/122 and JH 11001023-011/40 with post office account no.1248275, 1113020.

⁴ Account No.1589057 for JH 03007007-004/41 and Account no. 1592118 for job card no. JH 03007007-004/24.

⁵ Letter No. 66 (i) date 6 July 2012.

- Similarly, in Kanke block of Ranchi district, two job cards⁶ (Number JH-01-007-001-001/259 and JH-01-007-001-001/276) were found issued in the name of Prakash Oraon, son of Gayni Oraon, under Arsandey GP. Wages earned on both job cards were credited in one bank account (Account no. 6145) of Jharkhand Gramin Bank, Boreya.

BDO, Kanke stated (August 2012) that the matter is being investigated and reply will be furnished to audit.

- The name of a person, Laltu Sekh⁷ of Sitapahari GP of Sadar Block, Pakur district, was found in 18 job cards either as the head of the household or as a family member.

DPC, Pakur accepted (July 2012) the audit observation and assured that separate meetings with registered workers would be called for soon.

620 duplicate job cards were issued in 10 sampled GPs of Jama Block in Dumka district

- 620 duplicate job cards were issued in 10 sampled GPs of Jama block in Dumka district as disclosed through verification in MIS by audit.

BDO, Jama accepted (June 2012) the observation and stated that action will be taken after verification of all such job cards which appeared in the MIS.

5.3 Employment

As per paragraph 1.1 of the Operational Guidelines, 2008, every registered household is entitled to 100 days guaranteed employment in a financial year. The GP/PO shall be responsible for providing wage employment to the applicant within 15 days of the date of receipt of the application or from the date on which employment has been sought, subject to a maximum of 100 days in a year per household, failing which unemployment allowance was to be paid to the applicants.

Scrutiny of records revealed cases of non-provision of employment and shortfall in provision of employment as discussed in the succeeding paragraph:

5.3.1 Non-provision of employment and shortfall in 100 days employment generation

NREGA, 2005 ensures guaranteed wage employment in a financial year to every household to enhance livelihood security in rural areas. If a worker who applied for work under NREGA is not provided employment within 15 days from the date on which work is requested, an unemployment allowance shall be payable by the State Government.

Scrutiny of the records of six test checked districts revealed that 29.88 lakh households were provided employment during 2007-12, though the number of households which demanded employment during the aforesaid period was 30.01 lakh. Thus, 13,000 households were deprived of employment though

⁶ One job card was issued in the name of Prakash Oraon and in the second job card he was shown as a family member.

⁷ With slight difference in spelling but same pronunciation in Hindi.

In six test checked districts 13000 households were deprived of employment though demanded by them

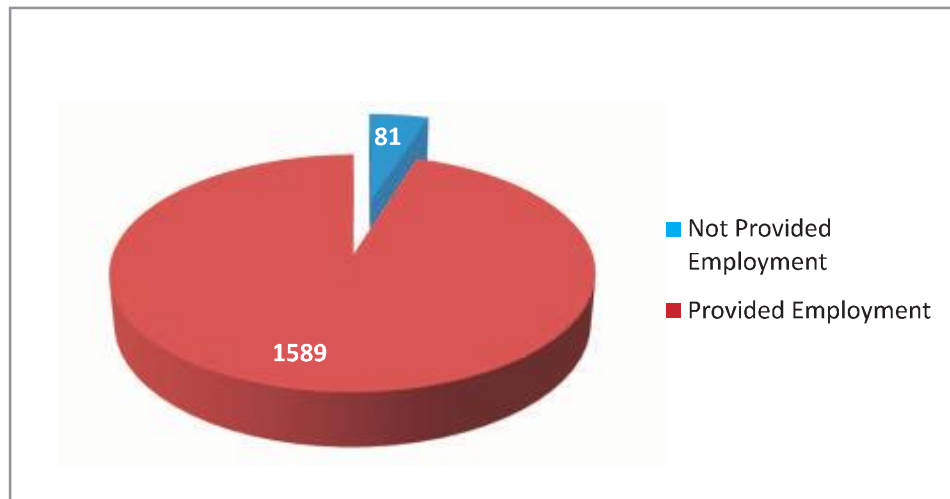
demanded by them. However, as per information furnished by the districts no unemployment allowance was paid. Further, out of the eligible registered households, only one to three *per cent* households were provided 100 days of employment during the period 2007-12. The details are given in **Table 10:**

Table 10: Number of households provided 100 days employment in test checked districts

<i>(In number)</i>			
Year	Households registered	Number of Households not completed 100 days	100 days employment provided (in <i>per cent</i>)
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>
2007-08	1040853	1027558	1
2008-09	1158620	1129801	2
2009-10	1249618	1209267	3
2010-11	1303863	1258885	3
2011-12	1330440	1318524	1

(Source: Records of DRDAs)

In the beneficiary survey conducted in six test checked districts, 81 persons out of 1,670 stated that they were not provided employment though demanded by them.



Source: Response of Beneficiaries in beneficiary survey conducted by audit during April to June 2012

Reasons for shortfall as analysed by Audit were mainly selection of material intensive works, cancellation/ abandonment of a large number of works, decrease in employment demand and delay in payment of wages (as referred in Chapter 7).

5.4 Conclusion

Registration and employment of labourers suffered due to non-conducting of door-to-door survey. The job card register was not maintained properly. Adequate employment was not provided to labourers though demanded.

5.5 Recommendations

- Registration of labourers through door to door survey should be ensured;
- Adherence to prescribed procedures in issuance of job cards and maintenance of job card register should be ensured to avoid registration of fictitious labourers; and
- Provision of adequate employment on demand should be ensured.