

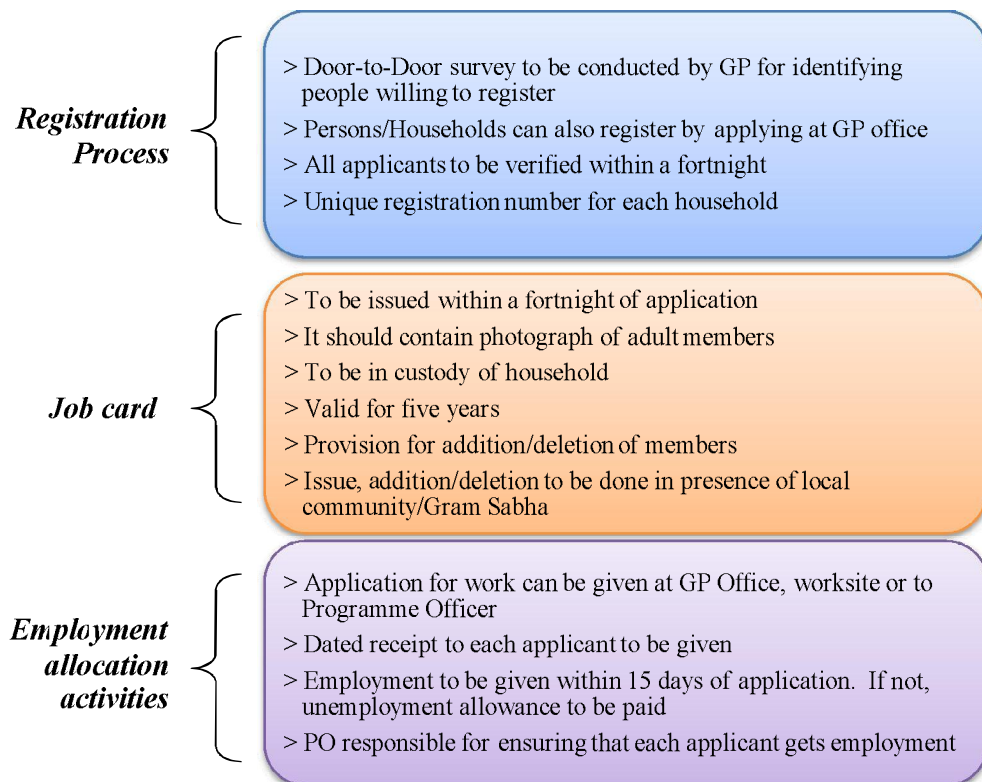
Chapter - 6

Registration and issue of job cards

6.1 Introduction

The first step in guaranteeing the beneficiary's right to 100 days of employment under the Scheme was ensuring registration of the household with the GP. It was the duty of the GP to register the household after making suitable enquiries, and issue a job card. The application for the job card could be given on plain paper to the GP or an individual can make an oral request. The process for registration of households, issue of job cards and employment allocation are detailed in **Chart 8** below:

Chart 8: Registration process, Job card and Employment allocation



The introductory Gram Sabha meeting at the time of commencement of the Act should be convened for the purpose of explaining the provisions of the Act, mobilising applications for registration and conducting verifications. However, no documentary evidence of such a meeting having been convened was available in any of the test-checked GPs. There was also no documentary evidence for having conducted the door-to-door survey in the test-checked GPs to identify persons willing to register. A door-to-door survey was necessary for wider communication to ensure that no potential beneficiary was left out.

6.2 Issue of job cards

6.2.1 The Operational Guidelines envisage that the GPs, after due verification, should issue a job card to the registered beneficiaries. Job cards were to be issued within a fortnight of the application of registration. Photographs of adult member applicants were to be attached to the job cards. Further, the job card was to contain information including the registration number, particulars of age, *etc.*, of all adult members of the family who were willing to work. The timely issue of a well-designed job card was essential to ensure transparency and protect beneficiaries against fraud. While issue of job cards is an important aspect for ensuring entitlements under the Act, it is also equally important that the household has the custody of the job card.

The cumulative number of households registered and job cards issued during 2007-12 was as shown in **Table 10**.

Table 10: Cumulative number of households registered and job cards issued

Year	Cumulative number of households registered	Cumulative number of job cards issued				
		Total	to SCs		to STs	
			Number	Percentage	Number	Percentage
2007-08	15,83,802	15,23,091	4,56,933	30	2,39,795	16
2008-09	62,10,958	61,14,965	11,24,445	18	5,51,410	9
2009-10	53,57,143	53,01,425	9,28,204	18	4,51,965	9
2010-11	67,56,273	67,48,660	11,58,150	17	5,81,057	9
2011-12	55,83,423	55,72,672	9,58,372	17	4,66,286	8

Source: Information furnished by the RDPR department

The cumulative households registered and job cards issued during 2007-12 showed inconsistent rising and declining trends. The job cards issued as of March 2012 declined by 17 *per cent* as compared to March 2011 position. The shortfall in issue of job cards was four *per cent* during 2007-08. Though the position improved during the succeeding years, 10,751 job cards were yet to be issued to the registered households as of March 2012.

The percentage of cumulative job cards issued to SC and ST households during 2007-12 showed an overall declining trend. The State Government stated (January 2013) that the districts chosen in the beginning (Phase-I and II) of roll out of MGNREGS had a proportionately higher SC/ST population. However, as all districts were covered from 2009, the SC/ST proportion in job cards started reflecting their percentage share in State population. It was further stated that percentage of job cards issued to SC/ST was more than their percentage share in population. The reply was not acceptable as actual number of job cards issued to SCs/STs during 2007-12 showed inconsistent rising and declining trends. The number of job cards issued to SCs/STs declined during 2009-10, increased during 2010-11 and again declined during 2011-12 as compared to previous years. The share of both SCs and STs in

employment provided under the Scheme also showed a declining trend as discussed in *Paragraph 1.5*.

6.2.2 Beneficiaries' responses regarding issue of job cards

Job cards were to be issued within 15 days of application for registration. This was important in ensuring that the beneficiary was able to demand and get employment in time. The responses of the sampled beneficiaries showed that job cards had been issued within 1 to 180 days (in Shimoga and Chamarajanagar districts) of submitting the application for registration. While 77 per cent replied that they had not paid any money for registration and job card, 23 per cent did not respond.

The survey showed that 81 per cent of workers had the job cards in their possession at the time of survey. Those who did not have the job cards in their possession stated that these were with Adhyaksha, GP functionaries and others. While no photograph had been affixed in 10 per cent of the job cards, 50 per cent of the job cards carried the joint photograph of the households and another 37 per cent had the photograph of only the sampled worker.

The State Government stated (January 2013) that instructions would be issued to initiate action to set right the lapses (Bijapur) and further stated that a toll free Call Centre (1800 425 8666) had been set up for (i) New Job Card Registration (ii) Work Demand and (iii) Any Complaint or Grievance.

6.3 Other discrepancies in registration and job cards

Audit scrutiny of MIS data relating to 30 districts showed that the software not only accepted invalid information but also failed to generate any alerts on occurrence of such an event. The instances noticed during audit are detailed below.

6.3.1 Details of job cards not found in Applicants table

When job cards are created, the information regarding the job cards like date of registration, date of issue, etc., were stored in the Registration table and the information regarding the individual members of the household like age, bank account number were captured in the Applicants table. In 567 cases, the job cards found in the Registration table were missing from the Applicants table. Thus, there was a risk that job cards would have been issued even without an application.

6.3.2 Requisite details not mentioned in job cards

The job card as per the format prescribed in the Act should contain details such as photographs of adult members, house number, caste, etc. The details of the job cards are captured on the MIS at each GP. Audit observed that the following details were not entered in job cards:

- house numbers in 55.87 lakh job cards;
- caste in 5.47 lakh job cards;

- Election Photo Identity Card (EPIC) numbers in 68.54 lakh job cards; and
- no photographs were affixed on 31.86 lakh job cards.

In the absence of valid house numbers, it was not clear as to how physical availability of beneficiaries was ensured. The data, in these cases, was unsuitable to check whether the registered beneficiary was a local resident, as required under the Act.

The State Government stated (January 2013) that in villages and rural areas, in general, house numbers were not used for identification of the houses. The caste to be captured was SC, ST or other backward classes (OBC), and non-mentioning of caste, ordinarily, meant a 'General Caste' household. However, now, a special drive would be undertaken to cover these points. Similarly, "seeding" of EPIC number with job card was quite a time consuming exercise. This would be attempted with due diligence.

6.3.3 Registration number not in prescribed format

Registration number is to be assigned in the prescribed format (state code-district code-taluk code-panchayat code-village code/family id). In 1,491 job cards, the registration numbers did not conform to the prescribed format. Further, the registration numbers contained characters like '?', '*' etc., in 6,123 cases which indicated the possibility of fraudulent practices in the issue of job cards.

The State Government stated (January 2013) that data entry errors would be rectified through GPs.

6.3.4 Discrepancies in applicants' names and ages

The applicant's name field in 726 cases was either empty or contained a single alphabet. Wages of ₹5.93 lakh had been paid during 2008-12 in respect of these applicants.

In 0.55 lakh job cards, the names of individual members had been entered twice in the same language. Though 25,195 such cards had been deleted during 2008-12, 30,157 cards remained active. In 12 test-checked cases, the name of the individual members had been entered in English and in local language. Though the system was designed to generate an error when two individuals were entered in a job card with the same name and age, there were no in-built input controls to reject cases where the name and age of the same individual member are entered in English and in local language, creating scope for multiple job cards with the same name in English and the local language.

The State Government stated (January 2013) that the GPs would be asked to verify and set right such issues.

As per MIS, 555 persons aged less than 18 years and 965 persons more than or equal to 90 years had been engaged on works in 30 districts and wages of ₹7.96 lakh and ₹13.21 lakh respectively had been paid to them.

The State Government stated (January 2013) that the software should have the internal consistency check not to allow less than 18 years old labourers and the issue needed to be answered by NIC, New Delhi. The reply was not acceptable as in any case the data entry was done at GP level.

6.3.5 Non availability of date of issue of Job cards

Though there had been delays up to 2,337 days in the issue of job cards after receipt of applications, the dates of issue of the job cards were not displayed in the front end making it difficult to monitor the issue of the job cards.

The figures exhibited in the website in respect of reports on job cards issued to SC and ST, job cards not in use, job cards not issued *etc.*, included the job cards/applications deleted subsequently; these figures were, therefore, unreliable.

The State Government stated (January 2013) that instructions had been issued to DPCs to follow the GoI guidelines. The NIC, New Delhi was the software solution provider under the ownership of MoRD, GoI and these issues needed to be resolved by them. It was further stated that the State Government would work in coordination with NIC on this.