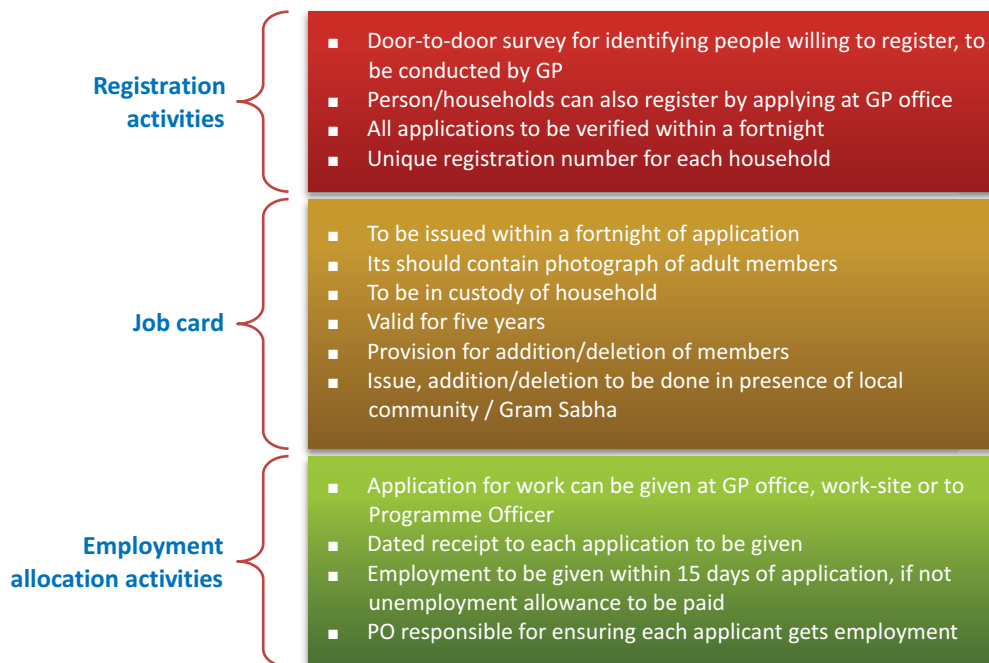


## 6.1 Introduction

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 gram panchayat. Under paragraph 2 of Schedule II of the Act, it was the duty of the gram panchayat to register the household, after making suitable enquiries, and issue a job card. The application for registration could be given on plain paper to the GP or an individual could appear personally and make an oral request (para 5.2 of Operational Guidelines). The Operational Guidelines also require that the job cards be issued to beneficiaries within 15 days of receipt of application. The various activities related to the registration process, issue of the job card and employment allocation are outlined in **Chart-9**.

**Chart-9: Registration Process, Job Card and Employment Allocation**



## 6.2 Household Survey

Para 5.2.5 of the Operational Guidelines envisages that a door-to-door survey be undertaken to identify persons willing to register themselves under the Act. The survey was to be conducted by a team headed by the President of the gram panchayat and involving ward members, SC/ST and women residents, a village-level government functionary and the gram panchayat Secretary.

### 6.2.1 Door-to-Door Survey not Conducted

Audit noted that the door-to-door survey to identify persons willing to register was not conducted in 1,479 GPs (38.43 *per cent* of 3,848 test checked GPs) and in villages of seven districts in 16 states *viz.* Assam, Bihar, Chhattisgarh, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Sikkim, Tripura and Uttar Pradesh. The state-wise details are given in the **Annex-6A**.

The Ministry stated that a door-to-door survey was needed when the programme was in its initial years of implementation. The Ministry also stated that various state governments had started other means for registration like help line, info kiosk, application from post office, school and anganwadi center, etc.

Audit however, noted that in a large percentage of the gram panchayats, the door-to-door survey was not conducted even at the initial stages of the Scheme. A door-to-door survey was necessary for wider communication to ensure that no potential beneficiary was left out.

### 6.2.2 Non-Update/Display of Registration List

The Operational Guidelines envisage that the registration list be annually updated to add eligible workers and delete ineligible workers due to death, migration, getting government employment, etc. The Operational Guidelines further require that the cancellation of ineligible registered household be made public and be read out in the gram sabha (paras 5.2.12 and 5.3.5).

In 219 GPs (5.69 *per cent* of all test checked GPs) in three states *viz.* Nagaland, Uttar Pradesh and West Bengal the registration list was not updated. In 763 GPs (19.82 *per cent* of all test checked GPs), three blocks and six districts in Assam, Nagaland, Odisha, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal (seven states) it was not made public. The practice of non-display of registration list was widespread in Assam, Odisha, Tripura and Uttar Pradesh. As a result, it could not be ascertained if all the potential beneficiaries were included in the registration list. The details are shown in the **Annex-6B**.

## 6.3 Issue of Job Cards

The Operational Guidelines envisage that the gram panchayats, after due verification, should issue a job card to the registered beneficiaries. Job cards were to be issued within a fortnight of the application for registration (para 5.3.2). Photographs of adult member applicants were to be attached to the job cards (para 5.3.3). Further, the job card was to contain information including the registration number, particulars of age and sex of all adult members of the family who are willing to work. The job card was to be in the custody of the household to whom it was issued (para 5.3.4). The timely issue of a well-designed job card was essential to ensure transparency and protect beneficiaries against fraud (para 5.3.1). The job card had a validity of five years and was to be updated as required. The irregularities noticed in this regard are discussed below:

### 6.3.1 Non-issue of Job Cards

It was seen that job cards were not issued in respect of 12,455 registered households in six GPs, seven blocks and 11 districts in Andhra Pradesh, Karnataka, Manipur, Odisha, Punjab and Uttar Pradesh (six states) out of the test checked units. The details are shown in **Table-11**. In the absence of job cards, the beneficiaries would not be able to demand their basic right to 100 days of employment.

**Table-11 : Non-issue of Job Cards**

Sl. No.	Name of State	No. of GPs/Blocks/Districts	No. of Regd. Household	No. of Job Card issued	No. of job cards not issued	Remarks
1	Andhra Pradesh	6 GPs	--	--	183	No record for issue of 183 job cards produced to audit.
2	Karnataka*	8 districts	14,21,470	14,17,340	4,130	Not issued during 2007-12.
3	Manipur	1 district (Emphal East)	75,574	70,656	4,918	Not issued during 2009-12.
4	Odisha	6 blocks	--	--	1,915	Pending since one to four years.
5	Punjab	1 district	--	--	11	Pending since one to two years.
6	Uttar Pradesh	1 district 1 block	1,05,369 12,062	1,05,318 10,815	51 1,247	--
<b>Total</b>					<b>12,455</b>	

\* Figures as per MIS

#### Case Study: Non Segregation of Families

##### Andhra Pradesh:

Para 5.1.3 of Operational Guidelines stipulates that 'household' means 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 three selected districts (Rangareddy, Nalgonda and Vizianagaram) revealed 58 households with 20 or more members and 1,962 households with 10 to 19 members. Clearly, in these cases, households had not been properly segregated into nuclear families, adversely affecting their statutory annual right to employment for at least 100 days per 'household'.

### 6.3.2 Multiple Job Cards

In four states it was noticed that multiple job cards were issued in the name of the same person. Issue of multiple job cards was noticed in 18,325 cases in 109 GPs and one district in Bihar, Jharkhand, Rajasthan and Uttar Pradesh. In Bihar instances of three or four job cards being issued to the same persons were also noticed. The details are given in the **Annex-6C**. These cases suggest possibility of misuse of funds and need to be investigated.

#### *Case Study: Possible misuse of job cards*

##### **Assam:**

In order to prevent any misuse of job cards, Operational Guidelines stipulate that the job cards should only be in the custody of the beneficiary. In the records of three GPs, 428 job cards were received by persons other than the households *i.e.*, by members/staff of respective gram panchayats. Possibility of misuse of job cards in such cases could not be ruled out.

### 6.3.3 Delay in issue of Job Cards

Job cards were to be issued within 15 days of application for registration. This was important to ensure that the beneficiary was able to demand and get employment in time. Delays in issue of job cards in 12,008 cases ranging from 2 days to 51 months were noticed in 28 GPs, one block and four districts in Assam, Jharkhand, Maharashtra, Odisha, Punjab, Rajasthan and Uttar Pradesh (seven states) out of test checked units. State-wise details are given in the **Annex-6D**.

### 6.3.4 Other discrepancies in Job Cards

Photographs of the applicants were not pasted on 4.33 lakh job cards in 143 GPs and 19 districts in Arunachal Pradesh, Assam, Bihar, Himachal Pradesh, Maharashtra, Manipur and Rajasthan (seven states). Out of this, a significant number was noticed in the case of Maharashtra where 3.83 lakh job cards were without photographs. In one GP and five districts in Arunachal Pradesh, Assam and Manipur (three states), joint photographs of adult members of households were not pasted on 391 job cards. Further, in 125 GPs and 13 districts in Bihar, Jharkhand, Uttarakhand, Uttar Pradesh and Dadra & Nagar Haveli (four states and one UT), photographs of the applicants were not pasted on job card registers in 8,717 cases. These cases are detailed in **Annex-6E**.

In 59 GPs and 13 districts in Bihar, Jharkhand and Rajasthan (three states), registration number/date of issue of job cards were not mentioned in 39,359 cases. In 190 GPs and four districts in Arunachal Pradesh, Assam, Himachal Pradesh, Jharkhand, Rajasthan, Uttarakhand and Dadra & Nagar Haveli (six states and one UT), signature of the member of household was not observed in respect of 22,302 job cards. Further, in 137 GPs and 17 districts in Arunachal Pradesh, Bihar, Himachal Pradesh, Uttarakhand and Dadra & Nagar Haveli (four states and one UT) out of test checked units, signature of the competent authority for issuing job card were not found in 5,002 cases. These cases are detailed in **Annex-6E**.

In one GP in Assam, job cards were not in the custody of households in 840 cases. Further, in 13 districts in Bihar, entry of payment made in other records did not tally with the entry in job cards in 523 cases. These cases are detailed in **Annex-6E**.

The job card was the basic document which the beneficiary could use to enforce his right to work guaranteed under the Act. However, the large scale and persistent deficiencies relating to job cards and their custody indicates lack of awareness and official apathy which adversely affected the implementation of the Scheme.

In response, the Ministry stated that the matters relating to delay in issue/non-issuance of job cards and pasting of photographs of applicants on job cards were regularly reviewed with the state governments during Performance Review Committee (PRC) meetings, regional review meetings and during the visit to the states by senior officers. The Ministry also stated that for specific issues pointed out in the audit report, states were instructed to submit comments on the audit observations.

## 6.4 Maintenance of records relating to Job Card and Employment

Para 9.1.1(iv) of Operational Guidelines envisages that job card application register was to be maintained by the gram panchyats/Programme Officer. In the register, the name of the applicant, date of receipt of application and the details of job cards issued were to be provided. Reasons for not issuing of the job card were also to be recorded.

The details of the members of the households who were issued job cards are given in a job card register which was to be maintained by the gram panchayat/Programme Officer (para 9.1.1(iv) of Operational Guidelines).

Further, para 5.2.10 of Operational Guidelines envisages that copies of the registration be sent to the Programme Officer for the purpose of reporting to the intermediate panchayat and district panchayat for further planning, tracking and recording. This should have been done immediately, so that the Programme Officer has a consolidated record of likely demand to organize resources accordingly.

Job card registers were not maintained or were incorrectly maintained in 1,374 GPs (35.71 *per cent* of all test checked GPs) and 94 blocks in Andhra Pradesh, Haryana, Jammu & Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Odisha, Punjab, Sikkim, Tripura, Uttar Pradesh, West Bengal and Dadra & Nagar Haveli (15 states and one UT).

Job card application registers were not maintained/properly maintained in 1,769 GPs (45.97 *per cent* of all test checked GPs) and 204 blocks in Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Punjab, Sikkim, Tripura, Uttarakhand, Uttar Pradesh, West Bengal and Dadra & Nagar Haveli (20 states and one UT).

In the absence of these registers it was not possible to ascertain whether all the potential beneficiaries were able to apply for job cards and get them issued on time. Further, lists of

registration of job cards were not sent to PO in 442 GPs in Odisha, Uttar Pradesh and West Bengal (three states). In such a situation the PO would not be able to properly monitor the registration process. The details are given in **Annex-6F**.

The Ministry stated that it regularly reviewed the maintenance of records with the state governments during Performance Review Committee (PRC) meetings, Regional Review meetings and during the visit to the states by senior officers. The Ministry also stated that for specific issues pointed out in the audit report, states were being instructed to submit comments on the audit observations.

## 6.5 Employment Guarantee Day

Operational Guidelines envisage that in each gram panchayat, a particular day of the week ('employment guarantee day' or 'rozzgar diwas') should be earmarked for processing work applications and related activities such as disclosure of information, allocation of work, payment of wages and payment of unemployment allowances (para 12.2.1 of Operational Guidelines). The proceedings of the 'employment guarantee day' should be held in an open public space, with ample provision for proactive disclosure of information.

In 798 GPs (20.74 *per cent* of all test checked GPs) and eleven districts in Arunachal Pradesh, Maharashtra, Nagaland, Odisha, Tamil Nadu, Uttar Pradesh, West Bengal and Lakshadweep (seven states and one UT), a particular day of the week was not earmarked/organized as employment guarantee day as provided in Operational Guidelines. The details are given in **Annex-6G**.

The Ministry stated that it had repeatedly requested state governments to organize employment guarantee day. Some governments organized similar kind of events to process the work application like event at schools, camps at aganwadi centre, etc.

## 6.6 State specific findings

A state-wise summary of audit findings/irregularities in respect of registration and issue of job cards are as follows:

### ■ Arunachal Pradesh:

- Five hundred and twenty sampled job cards in selected districts revealed that there were 10 cases of registration of underage members i.e., below 18 years, 15 cases of job cards without the signature of the authorized officer in the employment record page, and seven cases of applicants' names missing from job cards though the names were uploaded to MIS.
- No oral requests for registration of job cards were entertained.

#### ■ Assam:

- In two GPs (Achalpara and Barka Satgaon), records relating to issue of 623 (90+533) job cards were not available with concerned GPs.
- In one block under Chirang district, in two cases, the same job card number was issued to two different persons.
- Two job cards were issued to single household showing different names of villages.
- In two GPs under Borobazar block, in four cases, separate job cards were issued to husband and wife of the same household.

#### ■ Himachal Pradesh:

- Minor beneficiaries i.e., persons below 18 years of age were enrolled/registered in 511 cases by 11 GPs under MGNREGS. As per the Act, employment was to be given only to adult members of the household.

#### ■ Jharkhand:

- In Sitapahari GP of Pakur district, name of the same person was found in 18 job cards either as head of household or as a family member.
- In Rampur panchayat of Dumka district, two job cards were issued to one person (Head of family) and wages earned on both job cards were found credited to a single account of post office.
- In Arsankey GP of West Singhbhum district, two job cards were issued to a single household in three cases and wages of both job cards of each household were credited to a single account.

#### ■ Karnataka:

- As per Monitoring Information System (MIS), 262 persons aged less than 18 years and 344 persons more than or equal to 90 years had been engaged on works in eight test checked districts during 2009-12 and wages of ₹ 3.62 lakh and ₹ 3.65 lakh respectively had been paid to them.
- MIS data of the eight sampled districts showed that out of 62.81 lakh registered individuals, 19.67 lakh individuals had been tagged for deletion and in 93 *per cent* of these cases, the reason for deletion was given as 'others'. In the absence of exact reasons for deletions, the possibility of these cards being issued fraudulently could not be ruled out. An amount of ₹ 156.10 crore had been paid to these individuals during 2008-09 to 2011-12 before these were tagged for deletion.
- There were delays in tagging the individuals for deletion after their identification. During this period of delay, 5,622 individuals had been employed and ₹ 50.55 lakh had been paid as wages. Another 204 individuals had been engaged even after tagging them for deletion and wages of ₹ 1.55 lakh were paid.

- As per MIS, in 14,574 cases job cards had been issued after the households had been tagged for deletion in eight test checked districts.

### ***Case Study: Irregular Payment on Deleted Job Cards in Karnataka***

Analysis of MIS data showed that during 2008-12, 92,889 job cards and 2,32,636 individuals had been permanently deleted in the eight test checked districts on grounds of wrong entries. However, as per the data available in the MIS, wages aggregating ₹ 5.27 crore had been disbursed in respect of permanently deleted cards and ₹ 0.22 crore in respect of deleted individuals till the date of deletion. Further, individual members who had been permanently deleted were subsequently engaged on various works during 2008-12 and wages aggregating ₹ 3.42 crore had been disbursed to them.

#### ■ **Kerala:**

- In three GPs<sup>1</sup> in Malappuram district, 87 job cards were shown as issued but not handed over to beneficiaries.

#### ■ **Odisha:**

- All BPL households were registered in a single day in one block in Kendrapara district i.e., on 24 January 2008. The instructions for registering all BPL households were issued by the state government in March 2006. The possibility of registration of unwilling households or households not requiring employment could not be ruled out.

#### ■ **Puducherry:**

- A total number of 842 job card holders were reported to have died during the period under review, whereas no action was taken by the respective blocks to verify the registered households for deletion.

<sup>1</sup> Moorkanad, Nediyruppu and Keezhattur