preamble of the act

RURAL EMPLOYMENT GUARANTEE ACT

SOCIAL AUDIT GUIDELINES

With the enactment of the Rural Employment Guarantee Act (REGA), the Government of India has initiated a process that, if properly administered, could go a long way in mitigating rural poverty, deprivation and starvation.

An analysis of the REGA and the proposed rural employment guarantee schemes (REGS) suggests that there are various stages of planning and implementation where the REGS would be vulnerable to distortions, if the stakeholders were not involved in a meaningful way right from the planning stage,.

In order to ensure that such a meaningful involvement of the potential beneficiaries and other stakeholders gets institutionalised, the Government of India is issuing these guidelines for integrating the social planning and ~~auditing process into all REGS.~~

all states

participation

validation

SOCIAL AUDIT

Definition and Objective

and evaluation

A social audit is a process by which the potential beneficiaries and other stakeholders of an activity or project are involved in the planning and monitoring of that activity or project. It thereby tries to ensure that the activity or project is designed and implemented in a manner that is most suited for the prevailing (local) conditions, appropriately reflects the priorities and preferences of those affected by it, and most effectively serves public interest.

obligation to inform

Principles

complete

Entitlement / right

The basic principles of social audit include:

- Mandatory provision of an opportunity for all the affected persons (and not just their representatives) to participate in the process of decision making;
- Insistence on prior informed consent of the affected persons, as a group or as individuals, as appropriate.
- Transparency in the process of administration and decision-making.
- Immediate and public answerability of elected representatives and government functionaries, to the affected people, on relevant actions or inactions.

Methods

expand

including planning

Keeping in mind the objective and principles, the process of social audits can involve various types of activities from making information public through notice boards or other forms of communication, to public hearings and public decision making. The detailed processes are defined in Annex ?.

monitoring & evaluation

validity

INTEGRATING SOCIAL AUDITS INTO REGS

The process of implementing REGA and REGS can be divided into the following ten stages:

1. Registration of Families
2. Distribution of job cards

dev/approval of tech. estimate format presenting to GS.

Preparation of the shelf of projects.

3. Receipt of work applications
4. Selection of works/sites
5. Allocation of work to individuals
6. Issuing of work order
7. Implementation and supervision of works
8. Payment of unemployment allowance
9. Payment of wages
10. Evaluation of Work

The process of registration will be open

The forms will be provided in a special GS convened for this purpose

At each of these stages there are potential vulnerabilities, an indicative list of some of these is given below. Also listed are suggested preventive and ameliorative measures, through the use of the social audit process.

incomplete forms.

Sn.	Stage	*Vulnerabilities*	Steps to ensure transparency and social audit
1.	Registration Of Families As Potential Beneficiaries In The Rural Employment Guarantee Scheme ~~For family~~ Gram sevak / GP secretary	1. Denial of registration to persons applying to the scheme 2. Incomplete list of adults in each household 3. Registration of bogus families/individuals 4. Missing of functionary should not prevent eligible. by the GP two levels' first pro-active with the designated persons 2nd phase	1. The process of registration shall be transparent. It should invariably be carried out publicly with facilities for people to verify their own details, or those of others. 2. A prior survey shall be conducted to enumerate all the families and their adult members who are eligible to register. This would become a basis for ensuring that all persons who are eligible and wish to be included in the scheme, are accounted for. This enumeration could also help in preventing the registration of fictitious/ineligible names. 3. Subsequent to the registration, there shall be a public reading in the Ward & Gram Sabha of: • Lists of all households registered under the scheme • Lists of adults in each household registered under the scheme 4. A form, with a tear away receipt at the bottom, will be used for registration, and the receipt will be given to the registered person/family 5. The final list of registered families/adults will be verified, ~~and complaints of exclusion settled, on the basis of these receipts.~~ 6. The final list will be put up for public display at the Gram Panchayat office and updated every three months.
2.	Distribution Of Job Cards same	1. Delay in receiving job cards 2. Issuance of false cards 3. Issuance of cards to ineligible persons a. To non-residents b. To minors c. To those not members of the	1. There shall be a one month time limit for the supply of job cards, from the date of registration. (Enforceable) 2. The list of job card holders must be updated every month, and be available for inspection at the Gram Panchayat office 3. A file containing photocopies of all job cards issued shall be open for inspection at the Gram Panchayat office

Asking for money for job card (All relevant heads)

Estimates to be made participatory.

Sunday meeting

lack of public cooperation

Incomplete — complete there

		listed family 4. Non-issuance of a job card	
3.	Receipt Of Work Application	1. Non-acceptance of work application by the relevant authorities 2. The wrong date or no date recorded on the work application.	1. Individuals shall be able to send their applications for work by ~~registered~~ post 2. A date wise list, that is updated weekly, shall be displayed at the Gram Panchayat office, along with a register detailing the applications received.
4.	Selection of the public work to be taken up in a particular Ward Sabha and/or Gram sabha	1. Selection of a low priority or inappropriate work. 2. Selection of work that serves a vested interest.	1. All ~~perspective plans~~ should be ~~assessed for relevance and priority~~ by the Gram Sabha. 2. A list of the finally selected projects ~~and~~ in priorities should be publicly displayed at the Gram Panchayat
5.	~~Allocation Of Work~~	1. Giving out-of-turn allotments. 2. Favouring or discriminating against people in allotting type/location of work. 3. Not respecting the ~~gender quota~~. 4. Not informing the applicant and then showing him/her as absent.	1. Maintain work allocation register for public scrutiny at the GP office. 2. Ensure that the public is informed every week and every time a new batch is allocated work, by making public announcements, by using drum beaters (*dhandora*), and through other available means. The date up to which work has been allocated should also be made public every time work is allocated. 3. Where possible, ~~individually inform each applicant and record receipt of information regarding allocation.~~
6.	Sanction of work/ Issuance of Work Order	1. Unclear work order that does not make the details of the work clear/leaves scope for mis-interpretation.	1. A people friendly format must be used for the sanction and work order. 2. This format must be put on public display so that people can access this information and understand the details of the work.

right to receipt

Sar-panch

Same till official

register

determined

Their order of

Sar-panch

Allotment typically Sunday afternoon fixed time/day for all

Meeting with GA

Notices

Info on job cards — minimum

what is wage, what is the norm

explaining wage norms

individual measuring

Information dissemination mechanisms

shelf of project / works to be taken up

7.	Implementation and Supervision of Work Gram Sewak	1. Recording of non-existent (ghost) workers. 2. Recording of fictitious (Ghost) works. 3. Work not conforming to work specifications/ prescribed standards 4. Supply of less than sanctioned/poor quality materials and tools.	1. A board with details of work – estimates and running costs – material, labour and funds, must be put ~~up at every~~ site, and updated regularly. format 2. The public must be able to access muster rolls upon demand. 3. Every week five randomly selected workers must verify and certify all of bills/vouchers of their work site. 4. A copy of the sanction/work order must be available for public inspection orders at the work site. 5. There should also be provisions for access to samples of works, to be taken as per the procedure developed for the RTI Act. 6. A daily materials-register must be kept, and verified by five randomly selected workers every day. 7. The daily/individual measurement records for each work and worker must be available for public inspection.
8.	Payment of unemployment allowance non-payment wrong dates	1. Denial of unemployment allowance by wrongly accusing a person for not reporting to work 2. Late payment of unemployment allowance 3. Payment of unemployment allowance to the wrong person 4. Payment of unemployment allowance to non-existent (ghost) persons. Automatic generation of list of those eligible by GP	1. A weekly public announcement of work allocation should be made, and work allocation orders must be displayed publicly (see 5 above). 2. Payments to be made in a Public place on fixed days to ensure that there can be no ambiguity regarding payments 3. All recipients and amounts of payment must be read aloud to ensure that the illiterate are not cheated, and also to check ghost payments. 4. A list detailing all payments to be made must be put up in a public and easily accessible place prior to the reading aloud of the list. 5. Provisions must be made to facilitate payments through the post office and other financial institutions. 6. Payments should be made, as far as possible, by an agency independent of the implementing agency.
9.	The payment of wages under the scheme	1. Late payment of wages. 2. Under payment of wages. 3. Payment of wages to the wrong person. 4. Payment of wages in the name of non-existent (Ghost) workers. 5. Payment of wages for	1. Payments to be made in a Public place on fixed days to ensure that there can be no ambiguity regarding payments 2. All recipients and amounts of payment must be read aloud to ensure that the illiterate are not cheated, and also to check ghost payments. 3. A list detailing all payments to be made must be put up in a public and easily accessible place prior to the reading aloud of the list.

		non-existent projects.	4. Provisions must be made to facilitate payments through the post office and other financial institutions. 5. Payments should be made, as far as possible, by an agency independent of the implementing agency. 6. Disclosure of piece rate measurement should be made individually, and not en masse so as to provide each worker with his due exactly. This would prevent division of the wage earned by ghost workers etc.
10.	Evaluation of completed work Gram Sewak / EG office	1. Taking and/or recording of improper measurements 2. Not consolidating the information regarding the works in one place. 3. Issuing of false completion certificates 4. Works not conforming to specifications/ standards. 5. Data recorded in a confusing/ Incomprehensible manner.	1. Verification of works, for conformity with work order in terms of specifications and quality, must be carried out by a Ward/Gram Sabha 2. An assessment of relevance of new works, along with appropriateness, must be carried out by a Ward/ Gram Sabha 3. Regular reports must feed into an audit and grievance redressal mechanism, and form part of a block/district annual report 4. Completion data must be made public in a people friendly format 5. Comprehensive public hearings must be held, relating to works and individual entitlements, bi annually at the Ward/Gram Sabha level for all works completed in that period.

Institutional Structures

available for inspection

~~Bog~~ Making public of documents 15 days 08/08

Formats

Capacity Development

Central Monitoring

Social Hearing

1. Name of works

2. Summary of M. rolls

3. " bills

3a. Measurement Book summary

4. ~~Approval~~ Monitoring Com report

5.

Awards –

Payment of bills

~~Timely~~ Payment of wages on time

Assessing work for identifying problems.

Quality

appropriateness

division

site selection