

Chapter - 7

Employment generation and payment of wages

7.1 Introduction

The primary purpose for enacting the Act was to ensure livelihood security for all rural households. The Act guarantees 100 days of employment to every household whose adult members are willing to undertake manual unskilled labour. In the light of the guarantee of employment enshrined in the Act, it is imperative that:

- Timely employment is provided to whoever demands it;
- In case it is not possible to do so, unemployment allowance as provided for in the Act is given;
- Wages are paid in full and in time; and
- There is adequate transparency in the processes involved.

The details of employment demanded and provided in the State and the test-checked districts under MGNREGS during 2007-12 are shown in **Table 11** and **Table 12** respectively.

Table 11: Details of employment demanded and provided under MGNREGS in the State

Particulars	2007-08	2008-09	2009-10	2010-11	2011-12
Total job cards issued (in lakh)	15.23	61.15	53.01	67.49	55.73
Household demanded employment (in lakh)	5.54 (36%)	7.33 (12%)	36.26 (68%)	24.13 (36%)	16.64 (30%)
Employment provided to household (in lakh)	5.50	7.01	35.35	22.25	16.52
Total persondays generated (in lakh)	197.77	274.54	2,004.40	1,098.23	699.55
SCs (in lakh)	59.78 (30%)	60.08 (22%)	335.08 (17%)	177.58 (16%)	109.85 (16%)
STs (in lakh)	37.94 (19%)	34.82 (13%)	172.25 (9%)	102.65 (9%)	58.02 (8%)
Women (in lakh)	99.41 (50%)	123.49 (45%)	685.74 (34%)	491.44 (45%)	321.17 (46%)
Persondays per household	36	39	57	49	42
Household provided 100 days' employment (in lakh)	0.23	0.36	4.46	1.32	0.45

Source: Information furnished by the RDPR department

Table 12: Details of employment demanded and provided in test-checked districts

Particulars	2007-08	2008-09	2009-10	2010-11	2011-12
Total job cards issued (in lakh)	5.58	16.89	14.79	18.87	15.86
Household demanded employment (in lakh)	1.16 (21%)	1.76 (10%)	9.21 (62%)	6.62 (35%)	4.86 (31%)
Employment provided to household (in lakh)	1.16	1.67	9.03	6.22	4.79
Total persondays generated (in lakh)	29.15	55.35	487.57	296.87	176.17
SCs (in lakh)	5.99 (21%)	12.70 (23%)	87.84 (18%)	52.93 (18%)	30.33 (17%)
STs (in lakh)	7.19 (25%)	9.35 (17%)	54.40 (11%)	34.86 (12%)	15.19 (9%)
Women (in lakh)	11.70 (40%)	26.28 (47%)	175.52 (36%)	134.57 (45%)	82.63 (47%)
Persondays per household	25	33	54	48	37
Household provided 100 days' employment (in lakh)	0.0005	0.08	1.14	0.36	0.09

Source: Information furnished by the RDPR department

The percentage of registered households in the State who demanded work increased from 36 to 68 *per cent* during 2007-09. It declined to 36 *per cent* in 2010-11 and further to 30 *per cent* during 2011-12. While a major portion of the households did not demand work, all those who demanded work did not get work. While 99 *per cent* of the households demanding work had been given work during 2007-08 and 2011-12, the proportion of the households getting work during 2008-11 varied from 92 to 97 *per cent*. As a result of the declining demand for work, the persondays of employment generated during 2011-12 declined by 65 *per cent* compared to the level of 2009-10. The number of households provided 100 days' employment was dismal and it declined from 4.46 lakh (13 *per cent*) in 2009-10 to 0.45 lakh (3 *per cent*) in 2011-12. Similar trend was seen in the test-checked districts as detailed in **Table 12**.

7.2 Non-payment of unemployment allowance

The Operational Guidelines stipulate that any person having a job card can apply for work to GP in writing, upon which GP would issue him a dated receipt. In case employment is not provided within 15 days from the date of demand for work, an unemployment allowance is to be paid by the State Government at the rate prescribed in the Act. For this purpose, an Employment Register in prescribed proforma was required to be maintained by GP.

Scrutiny of the MIS data showed that the demand for labour had been entered in a majority of cases either on the same day or the preceding day of engagement of the worker as per the muster rolls. This pattern of entering the demand for labour in the MIS, in the absence of Employment Register and supporting documents, indicated scope for manipulation of the demand date.

The details of persondays for which unemployment allowance was payable in the State as well as in test-checked districts during 2007-12 are shown in **Table 13**.

Table 13: Unemployment allowance payable

Year	Number of persondays for which unemployment allowance was payable	
	30 districts	Test-checked districts
2007-08	65,415	5,097
2008-09	3,12,574	1,49,840
2009-10	1,01,952	46,166
2010-11	1,49,786	49,455
2011-12	22,493	10,098
Total	6,52,220	2,60,656

Source: Information extracted from the MIS

However, no unemployment allowance had been paid as per the MIS. In the test-checked districts also no unemployment allowance had been paid. As a result, the beneficiaries were deprived of their rights as per the Act.

The State Government, while accepting the non-payment of unemployment allowance, stated (January 2013) that the question of payment of unemployment allowances arose only when the labourer applied for it in writing as per Operational Guidelines. The State Government also stated that the whole process of record maintenance was being computerised now which would resolve these issues. The reply was not acceptable as the State Government, instead of educating the labourers through IEC activities, had taken shelter under the ignorance of the intended beneficiaries.

7.3 Payment of wages

As per the Operational Guidelines every person working under MGNREGS was entitled to wages at the minimum wage rate fixed by the State Government for agricultural labourers under the Minimum Wages Act, 1948. The wage rate at the commencement of the Act was ₹62.50. The revised wage rates, as notified by the State Government, are shown in **Table 14**.

Table 14: Statement showing notified wages under MGNREGS

Wage rate (₹ per day)	With effect from
69.00	1 August 2006
74.00	1 April 2007
82.00	1 August 2008
100.00	1 April 2009
125.00	1 January 2011
155.00	1 April 2012

Source: As available on MGNREGS website

7.3.1 Payment of wages not in conformity with the prescribed rates

The workers were to be paid at the rates fixed by the State Government. The Act prohibits labourers being paid less than the wage rate. It was seen that wages paid to workers during 2008-12 did not correspond to the wages fixed by the State Government for this period. While ₹33.49 crore had been paid in excess to 14.15 lakh workers, the wages paid were below the wages fixed by ₹317.01 crore in the case of 1.76 crore workers. It is pertinent to mention that the MIS reports in the website indicated only wage rate less than ₹30 and not the wage rate fixed by the State Government.

Further, in the test-checked districts, audit analysis showed that ₹7.89 crore had been paid in excess in the case of 2.05 lakh workers and the wages paid were below the wages fixed by ₹23.71 crore in the case of 45.13 lakh workers.

The State Government stated (January 2013) that payment of wages to the labourers was being done on the basis of work output fixed for eight hours of work in a day. The reply was not acceptable as the wages were not paid as per rates revised from time to time.

7.3.2 Delay in payment of wages

7.3.2.1 Compensation for delayed payments

Workers were entitled to being paid on a weekly basis, and in any case within a fortnight of the date on which work was done. In case the payment of wages was not made within the period specified under the Scheme, the labourers were entitled to receive compensation under the provisions of the Payment of Wages Act, 1936. Compensation costs were to be borne by the State Government. Audit scrutiny showed that the State Government had not paid any compensation though there were delays in payment of wages. The details of delay in payment of wages during 2009-12 are shown in **Table 15**.

Table 15: Delay in payment of wages

Year	Range of delay				Total number of muster rolls	Total wages paid (₹ in crore)	Wages paid belatedly (₹ in crore)	Percentage of belated wages to total wages
	16-30 days	31-60 days	61-90 days	More than 90 days				
2009-10	21,063	29,655	22,391	1,41,352	2,14,461	1,439.89	471.76	33
2010-11	21,645	27,361	25,909	1,12,008	1,86,923	1,134.84	559.25	49
2011-12	17,151	22,117	24,011	25,492	88,771	1,270.81	294.30	23

Source: Information extracted from the MIS

Payment of wages had been delayed due to a variety of reasons like shortage of staff leading to delays in measurement of work, paucity of funds, etc. Though the proportion of wages belatedly paid to total wages paid showed a declining trend during 2011-12, the percentage was still high at 23 per cent. The State Government accepted (January 2013) that compensation for delayed payments had not been paid.

7.3.2.2 Pending liabilities

As of March 2012, ₹415.91 crore had not been paid to 1.36 lakh muster rolls pertaining to the financial year 2011-12. Another 82,534 bills for supply of materials costing ₹238.59 crore were also not paid, creating a total liability of ₹654.50 crore. District-wise position of the pending liabilities is given in **Appendix 7**.

In addition to these bills, muster rolls and supply bills to the tune of ₹332.72 crore for the year 2009-10, which had not been entered in the MIS were also pending for payment as of March 2012. Chronic delay in payment negated the very purpose of providing guaranteed employment under the Act. The Principal Secretary, RDPR department had requested (February 2012) GoI to release funds for settling these bills. The response of GoI was awaited (February 2013). Execution of works without entering the same in the MIS was indicative of subversion of the processes prescribed for taking up works under the Scheme. Large number of pending bills of such works showed ineffective oversight mechanism.

The State Government stated (January 2013) that in order to strike at the root of delays in payments and increase transparency, Electronic Estimation and Electronic Measurement books were being launched which would trigger payments. Further, all payments would be transferred electronically into Bank Accounts. However, the response was silent on funds released from GoI to settle the pending bills.

7.3.3 Non-issue of wage slips

The Operational Guidelines stipulate that for every payment due to workers, a wage slip in the prescribed format should be issued by the implementing agency to the workers recording the amount and the period for which the work was done. The amount was to be disbursed to the worker only on production of wage slip and the withdrawal slip by the worker or his authorised representative. Audit scrutiny in test-checked GPs showed that wage slips had not been issued to workers. As a result, Audit could not assess the authenticity of the payments made to the workers.

7.3.4 Payment of wages without bank accounts

The Operational Guidelines prescribed payment of wages through banks or post offices, for which individual accounts for each worker or joint accounts (one for each job card) were to be opened. The scrutiny of MIS data in respect of 30 districts showed that the bank accounts/ Post Office details were absent in the records of 98.58 lakh individuals. In the test-checked districts, bank accounts/Post Office details were not available in respect of 29.67 lakh individuals employed on MGNREGS works during 2008-12. Of these, 14.81 lakh individuals were deleted from job cards during the same period. However, wages aggregating ₹196.99 crore had been paid to the individuals without bank accounts during this period as per the data sets. The details are shown in **Appendix 8**.

As bank account details were not available in the case of 29.67 lakh individuals, the process by which the wage lists had been prepared and wages disbursed were not forthcoming. Large number of deletions (50 per cent) of such individuals without bank accounts during 2008-12 was indicative of the possibility of fraudulent payments.

The State Government stated (January 2013) that the issue would get fully solved with the introduction of eFMS and process automation software. However, the reply was silent about past cases where irregular payments had already been made.

7.3.5 Irregularities in deletion of job cards and individuals

7.3.5.1 Permanent deletion of job cards and individuals

If any household had been wrongly registered and neither demand/allocation of work nor details of muster roll had been entered in the job card during a financial year, such a job card can be deleted permanently. These permanently deleted cards reside in a separate table called **delreghistory**. Individuals could be permanently deleted for reasons like death, unwillingness to work, etc. Details of permanently deleted individuals are stored in the table **delapphistory**.

An analysis of the MIS data sets of 30 districts showed that 3.49 lakh job cards and 8.23 lakh individuals had been permanently deleted during 2008-12 on grounds of wrong entries. However, as per the data available in the MIS, wages aggregating ₹22.48 crore had been disbursed in respect of permanently deleted job cards and ₹2.90 crore in respect of deleted individuals till the date of deletion. In test-checked districts, 0.93 lakh job cards and 2.33 lakh individuals had been permanently deleted on grounds of wrong entries. However, wages aggregating ₹5.27 crore in respect of deleted job cards and ₹0.22 crore in respect of deleted individuals had been disbursed till the date of deletion. The possibility of fraudulent payments in these cases cannot be ruled out.

There were 39,157 permanently deleted job cards which had been created again subsequently. Of these, 31,092 cards had been created with some other name as head of the household.

Deletion of job cards on a large scale was indicative of bogus registration facilitated by lack of transparency in registration. This was evidenced by non-observance of the procedures prescribed for registration and non-maintenance of the prescribed records by GPs. This also rendered the entire payment process susceptible to leakages and misappropriation.

The State Government, while agreeing to exhaustively resolve these issues, stated (January 2013) that the process of deletion was taken up primarily to remove shifted/absent persons and households and also to ensure that a single job card was issued to a single family.

7.3.5.2 Subsequent engagement of permanently deleted individuals

Audit observed that 1.41 lakh individual members who had been permanently deleted during 2008-12 were subsequently engaged on various works and wages aggregating ₹13.94 crore had been disbursed. In test-checked districts, 0.34 lakh individuals who had been permanently deleted were subsequently engaged on various works, and wages of ₹3.42 crore had been paid to them.

The State Government stated (January 2013) that the job cards issued to individual members of a family were required to be deleted as a single family was supposed to have a single job card. It was further stated that the issue needed case by case verification which would be done at GP level. The reason for payment subsequent to their deletion was not explained.

7.3.5.3 Inconsistencies between persondays of deleted job cards holders and related muster rolls

The persondays recorded in the deleted job card holders table (**delreghistory**) did not match with the actual persondays in the muster rolls available in the MIS. While the total persondays recorded for 2008-09 and 2009-10 in the deleted job cards table were 3,176 and 10,601 respectively, the persondays recorded as per the related muster rolls of 2008-09 and 2009-10 were 14,853 and 5,16,340 respectively. The possibilities of irregular payments could thus not be ruled out.

7.3.6 Job cards and individuals tagged for deletion

7.3.6.1 Tagging of job cards and individuals

There is provision in the MIS for tagging both the job card and also the individual members in the job card for deletion. When the job card is tagged for deletion, it is due to reasons such as shifting of family, non-existence of the family in the GP, surrender of job card by family and 'others'. When the job card is tagged for deletion, the individual members in the job card are also to be tagged for deletion. Individual members in the job card are tagged for deletion due to reasons such as unwillingness to work, joining another family and "others". Once a job card or individual member in the job card is tagged for deletion, no demand for labour/work allocation/muster roll entries can be made for such households and individual members, unless the registration is resumed later after removing the tag.

It was seen that 20.73 lakh cards had been tagged for deletion during the period 2007-08 to 2011-12. The reason for deletion had been recorded as 'Others' in 19.11 lakh cases (92 per cent). As there was no mechanism in the MIS to record the removal of the tag, it could not be verified whether a card had been tagged earlier for deletion. It was also seen that though 2,972 job cards had been tagged for deletion, the family members in these cards had not been tagged, creating scope for employing these members even after tagging the job cards. On the other hand, 53,635 job cards were issued even after being tagged.

Similarly 63.89 lakh individuals had been tagged for deletion and in 95 *per cent* of these cases, the reason for deletion was 'Others'. In the absence of exact reasons for deletions, the possibility of these cases being fraudulent could not be ruled out. An amount of ₹617.74 crore had been paid to these individuals during 2008-09 to 2011-12 before they were tagged for deletion.

In the test-checked districts, 5.96 lakh cards had been tagged for deletion during the period 2007-08 to 2011-12. The reason for deletion had been recorded as 'Others' in 5.04 lakh cases (85 *per cent*). Similarly, 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 'Others'. An amount of ₹156.10 crore had been paid to these individuals during 2008-09 to 2011-12 before they were tagged for deletion. Job cards in 14,574 cases were issued even after being tagged.

7.3.6.2 Delays in tagging individuals after identification

There were delays in tagging the individuals for deletion after their identification. During this period of delay, 16,847 individuals in 30 districts and 5,622 individuals in test-checked districts had been employed and wages aggregating ₹1.43 crore and ₹50.55 lakh respectively had been paid.

Another 1,140 individuals (30 districts) and 204 individuals (test-checked districts) had been engaged even after being tagged for deletion and wages of ₹8.65 lakh and ₹1.55 lakh respectively were paid to them.

The State Government stated (January 2013) that case by case check and follow up would be done through DPCs and GPs, which needed time as large numbers were involved.

7.3.7 Irregular payment of wages

- a) GP, Yelagod, Sindagi taluk, Bijapur district engaged 40 labourers registered under seven job cards during March 2011 on two MIS generated muster rolls. However, wages of ₹30,000/- had been credited during July 2011 to the accounts of only two persons engaged on the work at the rate of ₹15,000/- each. In another work, against 81 labourers engaged by GP, Chattaraki during March 2011, wages had been credited to the accounts of 36 labourers, resulting in excess payment of ₹33,375/-. In these two cases, other labourers engaged on the works were deprived of wages.

The State Government stated (January 2013) that action was being initiated against the concerned official responsible for these mistakes.

- b) In 11 muster rolls prepared for works executed during 2009-12, three GPs¹⁷ in Gudibande taluk, Chikkaballapur district irregularly disbursed ₹4.68 lakh. The irregularities consisted of wages paid to persons other than the workers engaged and wages paid in excess of entitlement.

¹⁷ Ullodu, Varlakonda and Yellodu

- c) In respect of seven muster rolls prepared for seven works executed during 2010-11, three GPs¹⁸ in Belur taluk of Hassan district irregularly disbursed excess payment of wages of ₹1.21 lakh. The State Government stated (January 2013) that action would be taken to recover excess amount from the concerned PDOs and GP Secretaries.
- d) Three works executed during 2009-12 under GP, Seetharamathanda, Hospet taluk, Bellary district at a cost of ₹2.51 lakh showed misappropriation of Scheme funds aggregating ₹1.98 lakh. This had been done by crediting ₹0.96 lakh to the bank accounts of 11 households in excess of their eligibility (₹0.40 lakh) at the cost of 54 other persons who had been engaged on the works and crediting ₹1.42 lakh to 20 bank accounts of persons not engaged on the works.

The State Government informed (January 2013) that show cause notices had been issued to the concerned PDOs.

7.4 Irregularities in muster rolls

The Operational Guidelines stipulated that the GP, before commencing a work, was to inform the PO so that he could issue the required muster rolls. Each muster roll was to have a unique identity number and was to be certified by the PO. The muster roll would indicate the job card number, name of the worker and days worked. Workers' attendance and the wages paid would be shown against each name with the signature or thumb impression of the worker. A scrutiny of records during physical verification disclosed following irregularities:

- a) Nine GPs¹⁹ of Belur taluk, Hassan district spent ₹5.55 lakh on skilled labourers in respect of which attendance extract and number of persons engaged were not available on record.
- b) In two muster rolls of GP, Koudalli, Kollegal taluk, Chamarajanagar district, the names and bank account numbers as per bank advice were different from persons to whom ₹0.25 lakh had been disbursed during 2011-12.
- c) In seven test-checked GPs²⁰ of Kudligi taluk, the period of engagement (2007-10) of workers as per the muster rolls for 24 works (total expenditure: ₹24.48 lakh) preceded the dates of issue of blank muster rolls by the PO. The records of payments made on the basis of these muster rolls were, therefore, unreliable.
- d) Muster rolls of test-checked works of all the seven GPs in Gudibande taluk, Chikkaballapur district did not bear the signature of the issuing authority (PO).

¹⁸ Halebeedu, Malasavara and Yamasandi

¹⁹ Bikkodu, Chikanahalli, Ghattadahalli, Hagare, Halebeedu, Narayanapura, Savasihalli, Tholalu and Yamasandi

²⁰ Chowdapura, Gudekote, Hurulihal, K. Ayyenahalli, Kandagallu, Nimbalegere and Rampura

- e) In all the seven GPs of Gudibande taluk, ₹21.24 lakh was paid (2008-12) through muster rolls but the signatures or thumb impressions of the workers were not taken in token of receipt of payments in 1,627 cases.
- f) In five GPs of Gudibande taluk, Chikkaballapur district, job card numbers of workers had not been mentioned in 21 muster rolls for which ₹1.34 lakh had been paid. As a result, the genuineness of the payments in these cases could not be ascertained.
- g) In a work executed by GP, Bayyapur, Lingsugur taluk, Raichur district for which wages of ₹1.12 lakh had been paid, the period of engagement of workers, as per the muster roll, was January 2011 and February 2011. However, the muster roll had been generated from MIS only in March 2011. Hence, fraudulent payment in this case cannot be ruled out.
- h) In 29 test-checked GPs of six taluks, instances of cutting, overwriting, etc., were noticed in 127 muster rolls. The corrections were not attested. The related payments of ₹7.94 lakh in these cases were, therefore, fraught with the risk of misappropriation of Scheme funds. The details are given in **Table 16**.

Table 16: Cases of tampering of muster rolls

Name of the Taluk (District)	Name of the GP	Number of GPs	Number of muster rolls	Amount in Rupees
Bagepalli (Chikkaballapur)	Gulur, Nallappareddypalli, Naremuddepalli, Paragodu, Pathapalya and Rashcheravu	6	49	1,48,393
Belur (Hassan)	Ghattadahalli, Malasavara, Savasihalli and Tholalu	4	20	1,29,426
Gudibande (Chikkaballapur)	Beechaganahalli, Hampasandra, Somenahalli, Tirumani, Ullodu, Varlakonda and Yellodu	7	31	2,46,421
Hassan (Hassan)	Channangihalli	1	9	1,86,630
Muddebihal (Bijapur)	Bantanur, Bavor, Bidarkundi, Dhavalagi, Kolur, Mukihal and Tumbagi	7	8	12,703
Sindagi (Bijapur)	Kondaguli, Manur, Rampur and Yenkanchi	4	10	70,111
Total		29	127	7,93,684

Source: Muster rolls in test-checked GPs

The State Government acknowledged (January 2013) the need for a State-controlled database and State-controlled software solution so that actionable reports could be generated at State level – district, taluk, GP, work and muster roll-wise. It was also stated that cases pointed out by Audit would be specifically checked by going into individual cases and strict action would be taken.

7.5 Points noticed in Information System audit – Payment of wages

When a registered applicant demands work, households who have not completed 100 days of employment are displayed in the drop down box in the

MIS. The registration IDs and the applicant names are selected from the drop down box. Once demand is created, work can be allocated to the applicant by the GP. Work allocation can be done only for approved and ongoing works. The e-Muster roll for a work is to be generated on the basis of allocations made. Attendance of workers is to be marked on the printed e-Muster Roll. After the Muster Roll is duly filled up, the details are entered in the MIS. The measurement details and photographs of the work are uploaded in the MIS and a wage list is obtained from the MIS for purpose of payment. In Karnataka, muster rolls are available only as e-muster rolls since January 2010.

- a) Audit scrutiny of MIS data showed that the names found in 40,859 muster roll entries did not correspond to the names in the job cards referred to in the muster rolls. An amount of ₹3.68 crore had been paid for four lakh persondays in such cases. Of these, names had invalid characters and “question marks” in 133 and 18,525 muster roll entries made during 2008-09 and 2009-10 respectively. In the test-checked districts, a sum of ₹23.14 lakh was paid in 3,077 such cases.

While creating a demand for work, the application was designed to obtain the names of the applicants from the database once the registration number and the applicant number in the job card were entered. The reasons for unrelated names and invalid characters appearing in the muster rolls, therefore, need to be investigated.

The State Government stated (January 2013) that such teething problems were faced during 2008-09 and 2009-10 due to lack of technical competence and manpower at GP level. The fact remains that the possibility of misappropriation of Scheme funds in such cases could not be ruled out.

- b) As per the MIS data, 15,377 workers in 29 districts had been marked as present in more than one muster roll on the same day in 4,672 cases and payment of ₹2.83 crore made to them. The muster rolls in these cases may be fraudulent and therefore need to be verified by the Government. In test-checked districts, double engagement of 3,081 workers involving an amount of ₹54.05 lakh was noticed.
- c) There were delays in payments ranging from 16 days to 904 days (from the last day of the muster roll) in making payment of wages.
- d) The Act stipulates that a period of employment should ordinarily be at least 14 days continuously with not more than six days in a week. Audit scrutiny showed that individuals numbering 2.39 crore had worked continuously for more than six days on 10.87 lakh muster rolls during 2008-09 to 2011-12. In test-checked districts, 48.02 lakh individuals worked continuously for more than six days on 2.45 lakh muster rolls.
- e) The date of payment was before the last date of engagement of labourers as per the muster rolls in 13,576 cases. In 7,906 cases (7,904 in 2009-10), the year of payment was 1900. Though these cases had

remained unchanged, the date of payment had been changed in the data sets (obtained from NIC) in respect of another 5,670 cases, where the year of payment was not 1900. There was no audit trail to indicate when these dates had been edited. The number of such muster rolls in the test-checked districts was 2,021 on which a sum of ₹5.68 crore had been paid.

The State Government stated (January 2013) that the NIC, New Delhi was the software solution provider under the ownership of MoRD, GoI and the issue needed to be answered by them. It was further stated that there was no mechanism for verification, control and editing during that period. It may be mentioned here that the data entry was done at GP level.

- f) In eight test-checked districts, out of 5.14 lakh muster rolls issued during 2008-12, 2,553 muster rolls involving ₹5.49 crore had been permanently deleted from the MIS. In all these cases, details regarding issue date, payment date, *etc.*, had been deleted from the **Master Table** without recording reasons. In view of this, it was not possible to verify whether these muster rolls had been deleted before or after payment and thus the possibility of misappropriation of Scheme funds could not be ruled out.

The State Government stated (30 January 2013) that these issues would be verified once the details were provided to them. It may be pointed out here that details had been provided (1 January 2013) by audit to the State Government.

7.6 Survey response on employment generation and payment of wages

The responses on employment generation and payment of wages during the beneficiary survey were as follows:

- Eighty eight *per cent* of the sampled workers travelled a distance of up to five km for work.
- Days of employment offered to them varied from 0 to 127 days in a year.
- While 58 *per cent* had been informed by the Adhyaksha, GRS or the mates (Udyoga mitra) about the work they had to do, another 33 *per cent* had been informed by others.
- Though 87 *per cent* of the workers were aware that they were paid on a daily wage basis, only 39 *per cent* knew that wages were calculated on the basis of standard output at worksite.
- The awareness of the workers about how much they had to dig in soft soil to earn the wages per day fixed by Government was very low at 11 *per cent*.

- Only 48 *per cent* of the sampled workers received wages within 15 days, 32 *per cent* received wages within one to three month and eight *per cent* received wages after three months.
- Only 48 *per cent* of the workers acknowledged that the payment details had been read aloud to them.
- Only 42 *per cent* of the workers interviewed confirmed that payment details had been entered in the job cards but only 79 *per cent* of these workers stated that entry had been made at the time of payment.
- Though 74 *per cent* of the workers stated that they had been provided employment within 15 days of their demand for labour, 40 *per cent* of their job cards did not contain payment entries. Thirty nine *per cent* of the job cards had not been updated to record the days on which work had been done.

The State Government stated (January 2013) that the whole process, record maintenance were being computerised now, and this would resolve such issues permanently. Further, the wage payment/supply bills would be credited directly into the accounts of labourers/suppliers.