

Pilot Social Audit of NREGA in Gulbarga District, Karnataka

**Conducted by
Public Affairs Centre
Bangalore**

**Supported by
RDPR
Government of Karnataka**

Pilot Social Audit of NREGA in Gulbarga District, Karnataka

Structure of the presentation

- 1. Introduction: objectives, scope and methodology**
- 2. Step one: Audit of record keeping by GPs**
- 3. Step two: Awareness and constraints of GP functionaries**
- 4. Step three: Beneficiary feedback through Household sample survey**
- 5. Step four: Beneficiary feedback through village level community group evaluations**
- 6. Step five: Verification of works and assets**
- 7. Programme Balance Sheet**
- 8. Implications for replication and scaling up**

Pilot Social Audit of NREGA in Gulbarga District

Objectives

- **To generate empirical evidence on the effectiveness of NREGS in Gulbarga district**
- **To pilot test a set of instruments for conducting social audit of NREGS with the involvement of local civil society organizations and semi state institutions like universities etc.**
- **To assess implications of the pilot initiative for replication and scaling up of social audits in the state of Karnataka**

Pilot Social Audit of NREGA in Gulbarga District

Scope

- The pilot was conceived within the broad framework provided by NREGA Operational Guidelines-2005, prepared by the Union Ministry of Rural Development
- Gulbarga has 337 GPs distributed over 10 taluks. But for the pilot 10 Gram Panchayats, one in each of the ten taluks were selected for the pilot
- The selected GPs were amongst the top few that recorded highest to average expenditure in the respective districts
- In each GP, two villages (out of 4 to 5) were selected for the pilot exercise

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Selection of Gram Panchayats

Sl.no	Taluk	GP	Criteria (based on 2007-08 figures)
1.	Afzalpur	Karjagi	Largest expenditure (14.65 lakhs)
2.	Aland	Sarsamba	Largest expenditure (54.68 lakhs)
3.	Chincholi	Kodli	Average expenditure (12.92 lakhs)
4.	Chittapur	Bhankur	Second largest expenditure (15.31 lakhs)
5.	Gulbarga	Farhatabad	Nearest Location to Gulbarga city for field trial
6.	Jewargi	Mandewal	Maximum expenditure (19.9 lakhs)
7.	Sedam	Malkhed	Maximum expenditure (9.17 lakhs)
8.	Shahapur	Kakkasgera	Average expenditure (8.6 lakhs)
9.	Shorapur	Devapur	Average expenditure (10.8 lakhs)
10.	Yadgir	Honagera	Average expenditure (11.3 lakhs)

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Methodology

- Step one:** Audit of record keeping at the GP level (5 types of records)
- Step two:** Assessment of awareness and constraints of GP functionaries (19 Secretaries/ Presidents/ Vice Presidents)
- Step three:** Household sample survey of beneficiaries (N=148) & non beneficiaries (N=128)
- Step four:** Village level community group evaluation of NREGS implementation (39 community group meetings)
This served as a proxy for Gram Sabha
- Step five:** Verification of assets created under NREGS (39 assets)

Pilot Social Audit of NREGA in Gulbarga District

Selection & Training of Social Audit Partners/teams

- 17 personnel from 3 NGOs and 1 CBO and 10 students of MSW from Gulbarga University were selected and trained as *Social Auditors* for the pilot
- Ten 3 member Social Audit teams (SAT) were formed, one per each GP and led by a senior NGO functionary. Three of the SATs were led by senior staff of PAC who also co supervised three more SATs
- A two day training was conducted for the ‘to be Social Auditors’ to orient them to NREGA 2005 and the social audit process and methodology
- The training also included *on-site demonstration* of methodology at Farhatabad GP

Pilot Social Audit of NREGA in Gulbarga District

Operationalizing the Pilot

- The selected GPs and the taluk P.Os were intimated through the ZP -CEO's office one week in advance about the pilot (without disclosing methodological details) seeking their cooperation
- The social audit was conducted over a consecutive period of four days between 24th to 27th July 2008
- An evaluation meeting was organized on 28th July to seek feedback from SATs on their experiences on the field and the degree of ease in using the audit instruments



Pilot Social Audit of NREGA in Gulbarga

Step One

Audit of NREGS

Record Keeping by GPs

Audit of NREGS Record Keeping by GPs

- **Objective of the Audit**

- To ascertain whether the ten selected Gram Panchayats were maintaining all the stipulated records
- To ascertain if records maintained by Gram Panchayats were complete, up to date and adhered to the stipulated pro forma

Assessment of the veracity and accuracy of all the details in all the records was beyond the scope of the pilot exercise

- **Methodology**

Social audit teams were trained through field demonstration and provided with replica of the formats of records to be maintained by the GPs along with a sheet to record observations on the completeness of entries and details

Audit of NREGS Record Keeping by GPs

- ❖ **Discrepancies between NREGA operational guidelines and the state government stipulation (Gazette notification dtd.28.02.07)**
- ❖ **State government does not prescribe Asset Register, Muster Roll Register and Complaint Register**
- ❖ **However, some GPs in Gulbarga were maintaining Asset Register**

- ❖ **Records maintained by GPs and subject to audit were:**
 - **Form 2 B: Register of Applications for Registration**
 - **Form 3 A: Register of Job Seekers & Employment**
 - **Form 2 E: Household Job Card Register**
 - **Form 5: Employment Demand Register**
 - **Form 11: Asset Register**

- **Muster roll details for individual works were cross verified randomly during the community group meetings with beneficiaries in each of the GPs**

Audit of NREGS Record Keeping by GPs

Scoring scheme

- Analysis of the data from audit of records was guided by a simple scoring scheme.
 - Records with all entries and complete details as per the prescribed format: 1 point
 - Records with incomplete entries/details with reference to prescribed format: 0.5 points
 - Records without any entries/details or records not maintained: 0 point
- Since five records were subjected to audit, the maximum score for a GP would be 5 points.
- The degree of compliance to the requirements of record keeping was graded as follows:
 - 4.0 to 5.0 points was graded as Fully compliant
 - 2.0 to 3.5 points as Partially compliant &
 - 0 to 1.5 points as Not compliant

Audit of NREGS Record Keeping by GPs

Salient findings and observations

- None of the GPs covered showed full compliance with the requirements of record keeping
- The average score of 2.5 shows that GPs on the whole, are only Partially Compliant to the requirements of record keeping
- Highest score for a GP is 3.5 – Karjagi, (Afzalpur tk) & Mandewal (Jewargi tk)
- Lowest score for a GP is 1.5 – Malkeda, (Sedam tk)
- Some GPs like Malkeda (Sedam tk), Farhatabad (Gulbarga tk), Kakkasgera (Shahpur tk) did not even possess Employment Demand Register
- Malkeda did not have Asset Register
- Devapur (Shorapur tk) did not have Register of Job Seekers and Employment. (*Why? P.O. had not supplied it*)

Audit of NREGS Record Keeping by GPs

Salient findings and observations

- **The unrecorded details usually pertained to missing entries, signatures of applicants, date of receipt of applications, photographs of the household members, muster roll number, etc.**
- **In four out of the ten GPs, the officials had retrieved the job cards issued to households promising new ones**
- **In many GPs, the applications for employment appeared to be questionable since they did not bear signatures of the applicants nor were acknowledgement receipts issued (this was also corroborated by feedback from beneficiaries)**
- **The GPs reported acute shortage of human resources and frequent changes in the formats of records as the main reasons for constraints in complete and up to date records keeping**

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Social Audit Step Two

**Awareness of Gram
Panchayat Functionaries on
NREGS Implementation**

Awareness of GP Functionaries on NREGS Implementation

- **Methodology**

- Structured interviews with GP Secretaries and Presidents/Vice Presidents
- 19 respondents - 9 Presidents, 1 Vice President and 9 Secretaries across 10 GPs under study were interviewed

- **Awareness of NREGA objectives**

- Provision of employment: 68%
- Asset creation: 32%
- Prevention of migration: 26%
- None of them reported provision of 100 days of guaranteed wage employment per year as the main objective of NREGA

Awareness of GP Functionaries on NREGS Implementation (N=19)

● **Awareness of time frame and norms**

- Only 15% of the respondents stated residence criteria for registration while 47% reported age of the person as the criteria
- 95% respondents correctly reported the stipulated wage rate
- 47% were aware that job cards must be issued within 15 days of registration
- 73% were aware that every registered HH must be provided hundred days of wage employment in a year
- 58% were aware that employment must be provided within 15 days of application
- Only 36% were aware of unemployment allowance

There is no significant difference between President /VP and Secretaries in the awareness about time frame and norms except the one related to provision of employment after application on which more Secretaries are aware than P/VP

Awareness of GP Functionaries on NREGS Implementation (N=19)

- **Awareness of the works and plans**
- About 90% of the respondents were aware of water conservation, the top priority permissible work, under NREGS
- 85% mentioned afforestation works
- 47% stated road works though it is the last priority work under permissible works
- Awareness about other medium priority works like desilting, minor irrigation, works for SC/ST/IAY beneficiaries is low
- 90% reported GPs have shelf of projects
- 85% reported people were consulted in preparing shelf of projects
- **None of the respondents had any idea about the long term maintenance of assets created under NREGS**

Awareness of GP Functionaries on NREGS Implementation (N=19)

- **Training**
- 85% reported having undergone training on NREGS of which only 50% (N=16) said the training was much helpful

- **Problems in NREGS implementation**
- Shortage of staff, over burdening and multiplicity of programmes
- Delay in wage payment
- Lack of bank accounts for several households and
- Too many records to maintain
- Lack of co ordination and control on works carried out by line departments

- **Impact & suggestions**
- 90% felt that NREGS has helped in reducing poverty and migration
- Main suggestions were recruitment of exclusive staff, increase in the number of days of employment and the wage rate etc.



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Step Three

Beneficiary Feedback Household Survey

Beneficiary Feedback on NREGS Household Survey

○ Objectives

- To collect feedback from beneficiaries on the implementation of NREGS in Gulbarga district
- To assess the possible reasons for non participation of some households if any
- To assess the impact of NREGS on the household income of beneficiaries with reference to non beneficiary households

○ Methodology

- Household survey using separate structured questionnaires across 10 GPs
- Beneficiary HH (BHH) sample: 148 – 12-14 HHs in each GP, selected at random from the respective muster rolls
- Non beneficiary HH (NHH) sample: 128- 10 HHs in each GP, selected in the same locality as BHH based on information provided by BHH

Beneficiary Feedback on NREGS Household Survey

General HH characteristics

BHH:148 NHH:128

- **Women constituted 53% of the respondents and men 47% (the proportion was almost the same for BHH and NHH)**
- **Average size of the HH: 6.7**
- **50% of HH members are adult workers**
- **15% of total children are workers**
- **1/3rd of BHH and 1/4th of NHH live in Katcha houses**
- **19% of NHH live in pucca houses as against 11 % of BHH**
- **Highest education level (PUC+ graduation) attained in the NHH is marginally higher (27%) than BHH (24%)**
- **71% of BHH and 60% of NHH are dependent on agriculture labour**
- **25% of BHH and 30% of NHH are farmers**
- **Average annual income of BHH is Rs.15,554 including wage earnings from NREGS**
- **Average annual income of NHH is Rs. 14,928**

Beneficiary Feedback on NREGS

Household Survey

Awareness & Participation

BHH:148

NHH:128

- 86% of BHH and 46% of NHH are aware of NREGS
- 64% of BHH and 25% of NHH are aware about the 100 days employment provision
- Only 42% of BHH and 25% of NHH knew they are entitled to demand work
- 91% of BHH and 20% of NHH had received job cards
- Of the job card holders, 79% of BHH and 92% of NHH had all the names and photos in the job card
- Amongst the job card holders, 2/3rds of BHH and 16% (N=4) of NHH had approached the GP for employment
- Of those approached, 37% BHH received receipt while none of the NHH got receipts for application

Beneficiary Feedback on NREGS Household Survey *Employment & Wages*

BHH:148
NHH:128

- Annual average no. of days of expected employment: 136
- Annual average no. of days of actual employment: 42
- Percentage of families that obtained 100 days in 2007-08: 12%
- 71% reported receiving Rs.74 per day while 15% reported Rs.69 (2006-07 wage rate)
- The remaining reported wages around the stipulated rate
- No respondents reported underpayment of wages
- No respondents reported gender discrimination in wages
- 92 % said they received wages thru bank/post office
- 8% said receipt of wages in cash (Kakkasgera GP)

No. of days	Per cent
Up to 20	40
21 to 50	29
51 to 99	19
100	12

- About two third of the BHH said the wage rate in NREGS is higher than wages being paid to agriculture laborers
- About 60% of BHH reported delay in payment of wages after the check measurement of work

Beneficiary Feedback on NREGS Household Survey

Income, Problems, Migration etc.

BHH:148

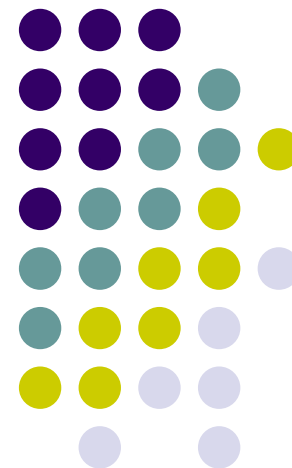
NHH:128

- The average annual income of BHH (Rs.13,105) without NREGS is lower than that of NHH (Rs.14,928)
- The average annual income of BHH with NREGS is Rs.15,554 of which the NREGS share is 15.7% (Rs.2449)
- About 56% of BHH perceived a substantial increase in their income due to NREGS
- About 45% of BHH reported problems under NREGS such as delay in issue of job cards, delayed payment, difficult work for women, lack of child care, shelter or water facility, not getting required no. of days of work etc.
- About 57% of BHH perceived NREGS is better than previous employment programmes due to higher wage rate, availability of work in the village, payment of wages thru bank, equal wages for women, 100 days etc.
- 47% of BHH and 61% of NHH opined that out migration has decreased over the last two years

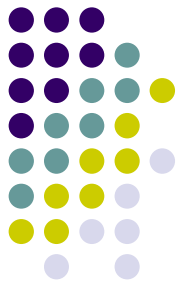
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Step Four

**Beneficiary Feedback Through
Village Level Community
Group Evaluation**

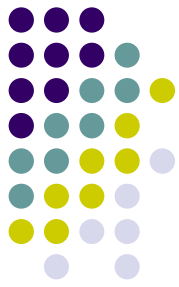


Beneficiary Feedback on NREGS Village Level Community Evaluation



- **Objectives**
- **To elicit village level detailed and qualitative feedback from the beneficiaries on the implementation status of mandatory provisions of NREGA and their experiences**
- **To create/enhance community awareness on the various provisions of NREGA**

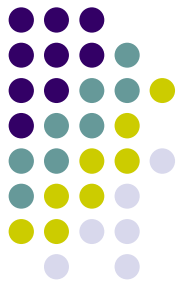
Beneficiary Feedback on NREGS Village Level Community Evaluation



● Methodology

- A Community Group Evaluation format was used as an instrument to elicit both beneficiary and non beneficiary experiences and views through community meetings facilitated by trained senior functionaries of NGOs
- Community Group Evaluation format included questions on: registration, distribution of job cards, demand and allotment of work, work site facilities, payment of wages, grievance redressal, migration, food security etc.
- Community Group Evaluation format mainly serves as a tool in ascertaining/validating the occurrence of a phenomenon/event/actions and does not permit quantitative assessment
- Community Group Evaluation also included random verification of muster rolls and verification of job cards and pass books

Beneficiary Feedback on NREGS Village Level Community Evaluation

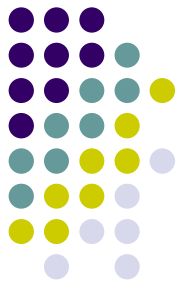


● Coverage

- About 50% of the meetings were organized exclusively with women participants
- 39 Community Group Meetings (CGM) were organized, two each per village, in twenty villages distributed across 10 GPs
- On an average about four meetings were organized in each GP

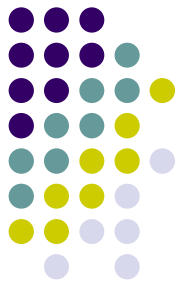
No. of Community Group Meetings (CGM)		39
No. of beneficiaries		832
No. of non beneficiaries		524
Total		1356
Average no. of beneficiaries	Per CGM	21
	Per GP	83
Average no. of non beneficiaries	Per CGM	13
	Per GP	52

Beneficiary Feedback on NREGS Village Level Community Meetings



- **Denial of registration to eligible applicants: 4 GPs**
Reported in Bhankur, Farhatabad, Kakkasgera and Sarasamba GPs
- **Incomplete registration of adult members: 7 GPs**
Reported in seven GPs except Kodli, Devapur and Farhatabad
- **Registration of bogus families/individuals: None**
Not reported in any of the GPs
- **Registration of households on the eve of carrying out work : 1 GP**
Reported in none except Devapur GP (Road work 28.08.06)
- **Job cards not received even after registration**
- Reported by some groups in all the GPs except Farhatabad
- Appears severe in Honagera, Mandewal and Malkhed GPs and acute in Kakkasgera where all groups reported non receipt of job cards

Beneficiary Feedback on NREGS Village Level Community Evaluation



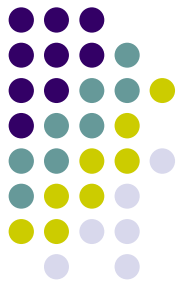
- **Participation in NREGS works without job card: 8 GPs**
Reported in all GPs except Bhankur and Devapur
Reported by one group in Farhatabad GP and all groups in Kakkasgera GP
- **Application for work under NREGS: 7 GPs**
Reported by some groups in all GPs except Devapur, Honagera and Kodli.
On an average application for work was filed 3 times per GP in 7GPs
- **Issue of dated receipt:**
Dated receipts were not issued in Bhankur, Kakkasgera and Malkhed and sometimes issued in Farhatabad, Karjagi, Mandewal and Sarasamba
- **Employment obtained for each application;**
Except in Kakkasgera, other groups reported about 50% response rate for applications for work
- **Whether required no. of days of employment obtained:**
 - Except in Mandewal, no GPs reported of having obtained required number of days of employment.
 - In Devapur, no work was carried out during 2007-08

Beneficiary Feedback on NREGS Village Level Community Evaluation



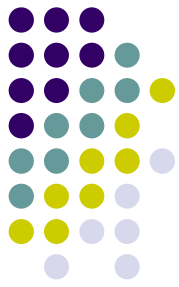
- **No. of days of employment received in 2007-08**
On an average 32 days; least in Honagera – 5 days; highest in Sarasamba - 65 days
- **Favoritism in allotting type/location of work: 4 GPs**
Reported by some groups in Bhankur, Honagera, Mandewal and Kodli.
- **Work places at a distance of less than 5 Km: 8 GPs**
- Except in Honagera and Kakkasgera GPs, all other groups reported that work place was at a distance of less than 5 km
- Awareness of entitlement to additional allowance for work locations more than 5 km was nil
- **Facilities at the workplace: water, shelter, creche etc.**
- Awareness of facilities was nil across all GPs
- Bhankur, Honagera, Malkhed and Kodli reported provision of no facilities whatsoever
- Farhatabad, Kakkasgera, Devapur, Karjagi and Mandewal reported water facility some times and Sarasamba reported water facility all times

Beneficiary Feedback on NREGS Village Level Community Evaluation



- **Display of signboards at work spots:** None of the GPs
- **Availability of Muster Rolls at work spot**
 - None of the groups reported in Honagera
 - Some of the groups reported in Bhankur, Devapur, Farhatabad, Kakkasgera and all groups reported in Mandewal and Malkhed
- **Payment of wages**
 - All groups reported the stipulated wage rate correctly
 - Delay in payment of wages was reported by all groups in 6 GPs – Bhankur, Farhatabad, Kakkasgera, Honagera, Karjagi and Kodli and some groups in the other 4 GPs
 - The delay ranged from 15 days to 6 months
 - Except Honagera, none of the other GPs reported gender discrimination
 - Except Honagera, Malkheda and Kakkasgera no other GPs reported underpayment of wages
- **Job Card and Passbook update**
 - All groups in all GPs reported hardly any entries in either the passbook or the job card

Beneficiary Feedback on NREGS Village Level Community Evaluation



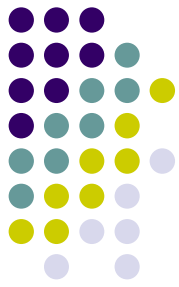
- **Problems and Complaints**

- Except in Malkhed and Devapur, all groups in other GPs reported having faced problems.
- Only some groups in Farhatabad, Mandewal and Kakkasgera GPs had orally complained to the GP officials
- The complaining groups reported no action taken on their complaints

- **Payment of unauthorized fee: 6 GPs**

- One group in Bhankur GP reported payment of Rs.50 as fee for registration
- 8 groups across five GPs – Kakkasgera, Honagera, Malkhed, Sarasamba and Kodli reported payment of fee to obtain job cards. Average fee paid was Rs. 40.
- One group in Kodli reported payment of fee to obtain preferred work.
- In most instances, the fee was paid to the Panchayat members

Beneficiary Feedback on NREGS Village Level Community Evaluation



- **Use of machinery**
- **In Honagera, Karjagi and Sarasamba GPs some of the groups reported unauthorized use of machinery (JCB) for NREGS works.**
- **Audit team reported a huge public protest on 24th July 2008 at Karjagi GP office against use of machinery**

- **Corrupt practices**
- **In Hosahalli and K. Shahapura villages of Honagera GP, several malpractices were reported by the groups such as:**
 - **Fake entries in muster rolls (non workers and even dead persons) and booking of their wages by Panchayat members,**
 - **Under payment of wages by the supervisor,**
 - **Discriminatory wages to women**

- **In Samkhed village of Malkhed GP, fake entries in muster rolls were reported by the group**

- **In Kakkasgera GP, large scale incidence of cash payment for wages was reported**

Beneficiary Feedback on NREGS Village Level Community Evaluation



- **Unemployment allowance**
- Awareness about entitlements related to unemployment allowance across all groups in all GPs was almost nil

- **Incidence of out migration & Food Security**
- Except Bhankur and Honagera, 15 out of 31 groups across other GPs perceived that out migration to other cities in search of livelihoods has substantially reduced during the last two years

- Except Devapur and Honagera, 14 out of 31 groups across other GPs reported increase in their savings compared to two years earlier

- Except Devapur and Honagera, 16 out of 31 groups across other GPs reported increased purchasing power to buy food ingredients compared to two years earlier

The background features several large, overlapping, curved shapes in shades of purple, green, and blue. Interspersed among these are numerous small, yellow, triangular shapes pointing in various directions, creating a dynamic and celebratory feel.

Pilot Social Audit of NREGA in Gulbarga

Step Five

Verification of Works and Assets

Verification of Works & Assets

- **Objectives**

- To physically verify the existence and status of assets created under NREGS
- To ascertain if the works were selected according to the priority list of permissible works
- To assess the extent to which the assets benefited the whole village and other stipulated beneficiaries such as SC/ST communities

- **Methodology**

- Data was collected using a visual observation inventory that combined spot enquiries with inhabitants
- The assets were randomly and independently selected by the social audit team partly from the muster rolls and partly from the Asset Register available at a given GP.
- A total of forty four works, four in each GP proportionately spread across the villages in its jurisdiction were selected for verification

Verification of Works & Assets

• Types of works

- Farm ponds: 30%
- Roads: 15%
- Gokatta: 5%
- Afforestation: 18%
- Irrigation/water conservation: 24%
- Sewerage/Drainage/cross bridge (not permissible): 8 %
- *(in Malkhed –Sedam & Bhankur, Chittapur)*

• Implementation Agencies

- Gram Panchayats: 50%
- Watershed Dept: 22.5%
- Forest Department: 12.5%
- Panchayat Raj Engineering Dept: 12.5%
- Horticulture Dept. 2.5%

The implementation arrangement is in conformity with the NREGA 2005 that stipulates GPs must implement atleast 50% of the works under NRGES

Verification of Works & Assets

- **Year of implementation:**

- 2006- 07: 10% (*Devapur GP in Shorapur taluk where no works were undertaken during 2007-08*)
- 2007- 08: 82%
- 2008- 09: 8%
- About 20% of the works selected for verification were yet to be completed

- **Existence of assets:**

- All the assets were existent at the designated location at the time of spot verification
- The physical verification of works like desilting, trimming of road side weeds and afforestation (for e.g. counting the number of saplings planted etc.) was not feasible
- Sign boards were absent at all locations

Verification of Works & Assets

- **Utility of assets**

Useful to the whole or most of the village:	52%
Useful to SC/ST/Indira Awaas Yojana (IAY) HHs:	14%
Useful to only a few dominant HHs :	34%

A case in point is Farhatabad GP (Gulbarga tlk) where farm pond works have been executed in lands belonging to non SC/ST/IAY HHs during 2007-08

- **Condition of assets**

(This excludes works such as desilting, roadside trimming, ongoing works etc. which roughly constitutes about 25% (N=44) of the total works/assets verified)

- About 50% of the remaining assets (N=31) verified were in reasonably good condition while the rest were in either partly or mostly deteriorated condition
- This reflects the low priority accorded to supervision of works, and long term maintenance arrangements for the assets created under NREGS



NREGA Pilot Social Audit in Gulbarga District

Programme Balance Sheet

NREGA Pilot Social Audit in Gulbarga

Programme Balance Sheet

Programme balance sheet is based on five overlapping attributes of public governance

- 1. Programme effectiveness**
- 2. Responsiveness of the administrative machinery**
- 3. Transparency and information**
- 4. Equity**
- 5. Compliance to some mandatory requirements**

The balance sheet also presupposes that vast systemic reforms are necessary to realize measurable gains on any of the attributes of public Governance. Reducing administrative burden on the GPs is one of the foremost of these challenges

NREGA Pilot Social Audit in Gulbarga

Programme Balance Sheet

1. Programme Effectiveness

High	Medium	Low
Registration of targeted households is fairly high	16% increase in beneficiary HH income (56% of BHH perceive a substantial increase)	Only 12% of the BHH have obtained 100 days of employment
About 90% BHH respondents reported possession of job cards	53% of the total respondents report decrease in out migration	58% shortfall in meeting the guaranteed demand for employment
	About 57% of BHH perceive NREGS as better than earlier employment programmes	Almost 50% of assets created are already in a deteriorated state

NREGA Pilot Social Audit in Gulbarga Programme Balance Sheet

2. Responsiveness

High	Medium	Low
92% of respondents report receipt of payment through banks/post offices	About 45% of the BHH respondents experienced various problems in NREGS	Almost complete failure to provide facilities at work
		60% report delay in wage payment

NREGA Pilot Social Audit in Gulbarga

Programme Balance Sheet

3. Transparency & Information

High	Medium	Low
High level BHH awareness about stipulated wages	Instances of fake muster rolls and booking of wages	Low level of BHH awareness about other entitlements
Low incidence of underpayment of wages	Use of machinery in work	Almost total absence of entries in job card and passbooks
	Payment of bribes	Proactive disclosure of NREGA information by GPs under RTI is nil
		Total absence of information boards at work spots

NREGA Pilot Social Audit in Gulbarga

Programme Balance Sheet

4. Equity

High	Medium	Low
Low incidence of gender/caste discrimination in work participation (women average about 60% of the total NREGS beneficiaries)	About 1/3 rd of the works allotted and assets created appear to benefit a few dominant, non SC/ST households in the village	Work conditions difficult for women and the aged
Low incidence of gender discrimination in wage payment		

NREGA Pilot Social Audit in Gulbarga Programme Balance Sheet

5. Degree of Compliance

High	Medium	Low
Implementation arrangement – 50% of the works are implemented by GPs	On an average, GPs are partially compliant in record keeping	
92% of the works sanctioned and implemented are in the permissible priority list of works		



Pilot Social Audit of NREGA in Gulbarga District



Implications for Scaling up

Pilot Social Audit of NREGA in Gulbarga

Implications for Scaling Up

Reflections on Social Audit Methodology

- **The five step social audit methodology and the instruments used are robust and able to generate valuable and reliable feedback and therefore feasible for replication**
- **The piloted methodology is a vast improvement over the prevalent practice of social audit in the district**
- **However, further fine tuning of instruments is a prerequisite for scaling up across the state**
- **Unlike HH sample survey, Community Group Evaluation (CGE) does not capture variations amongst individual beneficiaries and hence poses problems for quantification**
- **Therefore, the complimentary link between CGE and Household survey of beneficiaries needs to be further strengthened**
- **Muster roll verification must be grounded more strongly into both HH survey and CGE**

Pilot Social Audit of NREGA in Gulbarga

Implications for Scaling Up

- **HH sample survey is a must if the objective is to evaluate the effectiveness of the programme at the district level for aggregation at the state level**
- **If the objective is to introduce a community driven audit of the programme at the GP level, village level community group evaluation facilitated by a non state agency is a viable and feasible method**

Pilot Social Audit of NREGA in Gulbarga

Implications for Scaling Up

Reflections on Social Audit Methodology

- **To some extent, CG meeting acted as a proxy to Gram Sabha**
- **However, lack of village level community meetings with officials and GP members to discuss the emergent problems and seek solutions was a major limitation of the pilot**
- **People's sense of identity with their village is stronger than their sense of belongingness to the GP**
- **Therefore, village would be a more appropriate unit for social audit forums since GP level Gram Sabhas are unwieldy and less interesting for people**

Pilot Social Audit of NREGA in Gulbarga

Implications for Scaling Up

Reflections on the Social Audit Process

- **The pilot has proved beyond doubt that students, representatives of NGOs and CBOs and persons with basic literacy skills can be effectively trained to function as Social Auditors and administer the piloted methodology**
- **Across all the GPs, the pilot succeeded in evoking enthusiastic response and participation from the village community- both men and women were equally vocal**
- **GP functionaries were reasonably cooperative mainly due to instructions from the district level administration though they were resistant to share the records and copies of the muster rolls**
- **Panchayat members in some GPs were overindulgent during Community meetings**

Pilot Social Audit of NREGA in Gulbarga

Implications for Scaling Up

Some Institutional Prerequisites for Scaling Up of Social Audits

- **Proactive disclosure of all pertinent information related to NREGA implementation such as muster rolls, record of assets etc. both on the website and in printed form at the GP office**
- **Statewide intensive public communication campaign to enhance community awareness on NREGA provisions**
- **Streamlining GP administration and capacity building of GP functionaries**
- **Presence of credible intermediary agencies like district level NGOs with strong grass-roots network to act as district level anchors of the social audit process**
- **Presence of atleast regional level social research/academic institutions for selection and training of social auditors, conduct of HH survey, and coordination**
- **A state level Social Audit Cell with an advisory Committee of eminent persons for identification of district level intermediaries, overall support and coordination**
- **A detailed feasibility study is necessary to prepare a micro level road map for institutionalizing social audit across the state.**