

महत्वपूर्ण  
भारत सरकार प्रकरण

प्रेषक

आयुक्त  
ग्राम्य विकास  
उत्तर प्रदेश।

सेवा में

जिला कार्यक्रम समन्वयक/जिला अधिकारी  
इलाहाबाद।

पत्रांक— 948 /एनआरईजीएस सेल/एन.एल.एम./10

दिनांक : 04-2-2011

महोदय,

महात्मा गांधी राष्ट्रीय ग्रामीण रोजगार गारण्टी योजनान्तर्गत श्री मशोदा लाल, अनु सचिव, ग्रामीण विकास मंत्रालय, भारत सरकार, नई दिल्ली के पत्र संख्या-जे-14030/1/एमजीएनआरई जीए, दिनांक 21.1.2011 के साथ संलग्न श्री पी.पी. वन्जानी एवं श्री एस.के. सोनी, नेशनल लेवल मानीटर द्वारा जनपद इलाहाबाद में की गयी विशेष अनुश्रवण आख्या (छायाप्रति संलग्न) का संदर्भ ग्रहण करने का कष्ट करें।

प्रश्नगत अनुश्रवण आख्या में उल्लिखित तथ्यों पर आवश्यक कार्यवाही सुनिश्चित करते हुए कृत कार्यवाही की आख्या 15 दिन के अन्दर उपलब्ध कराने का कष्ट करें।

भवदीय

(अनुराग यादव)

अपर आयुक्त(एनआरईजीएस)  
ग्राम्य विकास, उत्तर प्रदेश।

227  
31/1/2011  
01/02/11

**No.-J-14030/1/2009-MGNREGA(38)**

**Government of India  
Ministry of Rural Development  
Department of Rural Development  
MGNREGA Division (BKS Marg)**

C-21, Baba Kharag Singh Marg  
State Emporium Building, New Delhi,  
Dated: 21<sup>st</sup> January, 2011

To

कार्यालय एम०जी०एन०आर०ई०जी०ए० सेल  
उपायुक्त  
प्राप्त दिनांक.....  
संख्या..... 107.....  
निर्गत तिथि..... 02-02-2011.....

Shri Anurag Yadav  
Additional Commissioner  
Rural development Department  
Government of Uttar Pradesh  
Lucknow

**Subject:** Complaint dated 20<sup>th</sup> July, 2010 of Shri Kunwar Rewati Raman Singh, MP regarding irregularities in various Gram Panchayats Allahabad district in implementation of MGNREGS

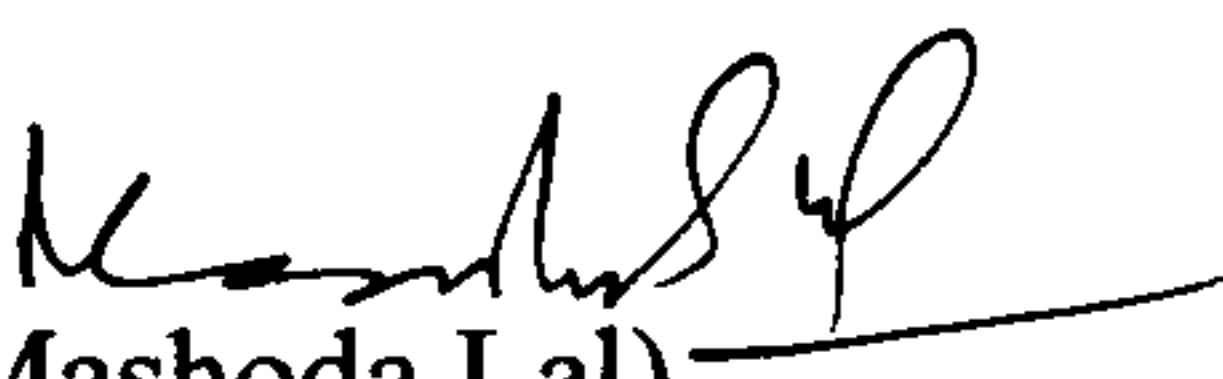
सं. ए. 14030

Sir,

I am directed to forward herewith a copy of complaint dated 20<sup>th</sup> July, 2010 of Shri Kunwar Rewati Raman Singh, MP regarding irregularities in various Gram Panchayats of Allahabad district in implementation of MGNREGS. A team of NLMs was deputed in the matter. Shri P.P. Vanjani and Shri S.K. Soni, both NLMs conducted an enquiry into the complaint and as per findings the allegations have been found false except one. A copy of findings is sent herewith.

State Government is therefore, requested to look into the matter and a detailed action taken report may be sent to this Ministry urgently.

Yours faithfully,

  
(Mashoda Lal)

Under Secretary (Mahatma Gandhi NREGA)

31/1/2011  
(अनुराग यादव)  
अपर आइ.डी.डी. (एम०जी०एन०आर०ई०जी०ए०)  
ग्राम स्व. विकास, लखनऊ

12649/2010

**INVESTIGATION REPORT ON ALLEGATIONS OF  
IRREGULARITIES IN THE IMPLEMENTATION OF  
MNREGA IN THE GRAM PANCHAYATS DERHAN,  
DIGHLO, KHUNTA & SIRHIR UNDER BLOCK  
MEJHA AND GRAM PANCHAYATS PURAINI,  
NARAINA & KAPTHUA UNDER BLOCK  
KARCHHANA IN ALLAHABAD DISTRICT OF UTTAR  
PRADESH.**

BY

TWO MEMBER TEAM CONSISTING OF

SHRI P.B. VANJANI

&

SHRI S.K. SONI

NATIONAL LEVEL MONITORS

MINISTRY OF RURAL DEVELOPMENT

GOVT. OF INDIA

31<sup>st</sup> AUGUST, 2010

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## INVESTIGATION REPORT

### **1. Cause of Action :**

Kunwar Rewati Raman Singh, Member Parliament (Lok Sabha) from Allahabad & Chairman of Joint Committee on Offices of Profit (Lok Sabha) had, vide letter dated 25<sup>th</sup> May 2010, forwarded some complaints regarding implementation of MNREGA in the following Gram Panchayats of his parliamentary constituency, Allahabad.

Gram Panchayats Derhan, Dighlo & Khunta under Block Mejha and Garam Panchayat Puraini, Naraina & Kapthua in Block Karchhana.

Ministry of Rural Development, Govt. Of India vide letter No. Q-11018/11/2010-NLM dated 21<sup>st</sup> July 2010 deputed 2 - Member Enquiry Team consisting of National Level Monitors Shri Prakash Balumal Vanjani and Shri Shiv Kumar Soni to visit Allahabad District of Uttar Pradesh immediately to ascertain the facts with reference to the above complaints and to give a combined report to the Ministry. Accordingly, Shri Prakash Balumal Vanjani and Shri Shiv Kumar Soni visited the said Gram Panchayats in the Allahabad District from 4<sup>th</sup> August 2010 to 9<sup>th</sup> August 2010.

In the mean time the Enquiry Team also received a Fax from the Ministry on 05.08.2010 forwarding one more letter of Kunwar Rewati Raman Singh dated 20<sup>th</sup> July 2010 (As Appx "A") vide which name of

Gram Panchayat Sirhir in Block Mejha was added making four Gram Panchayats in Block Mejha and 3 Gram Panchayats in Block Karchhana. The Team visited all the 7 Gram Panchayats and made a detailed investigation of the allegations of irregularities.

## PARTIES

BLOCK	GRAM PANCHAYAT	COMPLAINANT NAME & ADDRESS	DEFENDANT NAME & ADDRESS
MEJHA	DERHAN	Sh Ratnakar Singh Village DERHAN	Sh. Ram Sukh Shukla Pradhan GP DERHAN
	DIGHLO	Sh. Avdesh Prasad Shukla Village DIGHLO	Sh. Bhagwat Prasad Shukla Pradhan, GP, DIGHLO
	KHUNTA	Sh. Mangla Prasad Tiwari Village KHUNTA	Sh. Anil Pandey Pradhan, GP, KHUNTA
	SIRHIR	Kunwar Rewati Raman Singh MP (LOK SABHA) Vide his letter dt 20 <sup>th</sup> July 2010	Sh. Kaushlesh Prasad Pandey, Pradhan,GP, SIRHIR
KARCHHANA	PURAINI	Sh. Mahavir S/o Ram Kripal Village PURAINI	Sh. Devi Shankar Mishra, Pradhan, GP, PURAINI
	NARAINA	Kunwar Rewati Raman Singh MP (LOK SABHA) Vide his letter dt 25 <sup>th</sup> May 2010&20thJuly2010	Sh. Suresh Kumar Tiwari, Pradhan, GP, NARAINA
	KAPTHUA	Kunwar Rewati Raman Singh MP (LOK SABHA) Vide his letter dt 25 <sup>th</sup> May 2010&20July2010	Sh. Govind Diwedi, Pradhan, GP, KAPTHUA

## **PLEADINGS**

**BLOCK MEJHA**

**GRAM PANCHAYAT DERHAN**

(A) **Complainant** : Sh Ratnarkar Singh alleged that job cards are not being filled without taking money under MNREGA, therefore the labourers are not getting their dues. Demand for allotment of houses is not being sent unless Rs 3500/- is paid by the prospective allottee and Rs 5000/- are taken from each allottee after Awas is allotted. Rs 12000/- are taken for getting the loan amount of Rs 35000/- sanctioned for purchasing the buffalo/goats. During Pradhan's five year tenure the digging & construction work of water tank under MNREGA is not up to the mark and the earth work done 4 years back on Ghori Khas Road was shown as if it was done this year and the money equivalent to that spent by PWD was withdrawn by the Pradhan. The mid day meal scheme is also not being implemented properly. Therefore, the expenditure relating the entire fund received by Gram Panchayat during the last 5 years tenure of Gram Pradhan should be probed and stern action be taken against Gram Pradhan (As Appx "A-1").

Sh Ratnakar Singh had brought some people in his support such as Sh. Matukdhari Kol, Sh.Ram Lali, Sh.Manwa, Sh.Chhote Lal, Sh.Jogendra, Smt.Maharajia, Aditi, Shanti & Basanti. They alleged that Gram Pradhan took Rs. 3000/- from each complainant for getting house sanctioned in their name.

(B) **Defendant:** Sh. Ram Sukh Shukla, Pradhan Gram Panchayat DERHAN denied all the allegations against him. Did not give any written statement.

(2) **BLOCK MEJHA** **GRAM PANCHAYAT DIGHLO**

(A) **Complainant:** Sh. Avdesh Prasad Shukla in his complaint had alleged that the Gram Pradhan is powerful and influential. No work has been done in Gram Panchayat. Money is withdrawn by factitious attendance. On investigation manipulation of Rs 20 Lacs will be found. Many Enquires had been conducted in the past and the matter was suppressed by paying money or under pressure of leaders. Site inspection of Dighlo should be done again and action be taken against Gram Pradhan. He gave another application on 08/08/2010 requesting the Enquiry Team to get all the concerned records before site inspection (As Appx "B").

(B) **Defendant:** Sh. Bhagwat Prasad Shukla Pradhan Gram Panchayat Dighlo, denied all the charges orally. Did not submit any written statement. However 35 labourers have given a written application saying that Pradhan is doing good work and they have no complaints against him (As Appx "B-1")..

(3) BLOCK MEJHA GRAM PANCHAYAT KHUNTA

(A) Complainant: Sh. Mangla Prasad Tewari has alleged that the Pradhan has indulged in making fake payments arbitrarily and has not got any work done under MNREGA. He has further said that the Pradhan is a very powerful person; he does not give payments to the labourers for the work done by them. On demanding the payments he threatens to get the false FIR lodged in the police station. His uncle is a Ration Quota Holder, he does not give Wheat, Rice or Kerosene to the poor on demand he made them run from his house. Many times complaints were made against them, but the officers did not take any action. So, a confidential investigation should be made against Gram Pradhan & his uncle. Stern action should be taken against them so that the poor get their wages under MNREGA & Wheat, Rice etc.

(B) Defendant: Sh. Anil Pandey Pradhan Gram Panchayat Khunta said in his oral submission that Sh. Mangla Prasad Tewari or any other person had never made complaint against him.

(4) BLOCK MEJHA GRAM PANCHAYAT SIRHIR

(A) Complainant : Kunwar Rewati Raman Singh M.P (Lok Sabha) from Allahabad vide his letter dated 20<sup>th</sup> July 2010 received via Fax on 05/08/2010 through Ministry of Rural Development, has alleged that the Pradhan is doing work arbitrarily under MNREGA.

Jobs are not being given to the poor instead he is giving jobs to the person known to him.

(B) **Defendant:** Sh. Kaushlesh Prasad Pandey, Pradhan Gram Panchayat SIRHIR denied all the allegations.

(5) **BLOCK KARCHHANA GRAM PANCHAYAT PURAINI**

(A) **Complainant:** Sh. Mahavir s/o Ram Kirpal has forwarded his complaint to Kunwar Rewati Raman Singh M.P (Lok Sabha) , Allahabad had alleged in his complaint that Gram Pradhan has not got the work done as per the norms, no work has been done in the village under MNREGA and has prepared the fake Muster Rolls and Siphoned off MNREGA funds.

Rs 5.7 Lacs was sanctioned for laying of pipelines & other works in the village under SWAJALDHARA SCHEME Pradhan has swindled the money without laying any Pipelines.

Investigations were done by the Distt authorities twice earlier and it was found that the Pradhan swindled Rs. 2, 55,000/- and the DM had ordered action against Gram Pradhan, but no action was taken. In the third investigation the Pradhan was let off under the orders of CDO (Chief Development Officer) instead of DM and the Enquiry & recovery was dropped.

(B) **Defendant:** Devi Shankar Mishra, Pradhan, Gram Panchayat Puraini denied all the allegations. He also gave a copy of the

Order dated 13/03/2009 issued by the District Magistrate vide which the Gram Pradhan had been absolved of all allegations against him (As Appx "C")..

(6) **BLOCK KARCHHANA** **GRAM PANCHAYAT NARAINA**

(A) **Complainant**: Kunwar Rewati Raman Singh, M.P (Lok Sabha) has said in his letters dated 25/05/2010 & 20/07/2010 that District Magistrate has sent his Enquiry Team to Naraina, but the investigation had to be postponed as the Gram Pradhan and Gram Vikas Adhikari (GVO) did not give any records to the Enquiry Team.

Sh.Samar Bahadur Singh & Sh. Lakshmi Narain Tiwari said that no team had ever visited Naraina in spite of their complaints of irregularities in MNREGA.

(B) **Defendant** : Sh.Suresh Kumar Tiwari, Gram Pradhan, Naraina said that false allegations had been made against him because he had sought removal of encroachments of Sh. Samar Bahadur Singh on the Gram Panchayat land for water tank being constructed under MNREGA which is being opposed by Sh.Samar Bahadur Singh and his supporters. Pradhan has further stated that the Enquiry was twice conducted on the orders of DM. First enquiry was done by Sh. K.N Srivastava Small Saving Officer & Sh AK Singh AE DRDA and the second by Sh. Janardhan Singh EE (Jal Nigam) & Sh AK Singh AE DRDA. All the required

documents were produced and nothing was found irregular as far MNREGA is concerned. Therefore, it is not true that the records were not produced to the Enquiry Teams.

(7) **BLOCK KARCHANNA** **GRAM PANCHAYAT KAPTHUA**

(A) **Complainants:** Kunwar Rewati Raman Singh, M.P (Lok Sabha), Allahabad had written in his letters dated 25/05/2010 & 20/07/2010 that government funds are being misused and the job card holders are not given work, instead contract system is in vogue.

Sh.Surya Bali, Sh. Vijay Kumar and Sh. Amar Bahait have alleged that they have worked for 2,3 & 5 days but Gram Pradhan showed their attendance for 12 days. He gave them the wages for the days they had worked; the rest was pocketed by the Pradhan. (As Appx "D").

Another allegation was that Pradhan had given contract for Rs 8000/- for digging of drain. 8 persons worked on it but he paid only Rs 3000/- to them. The balance is yet to be paid by the Pradhan.

**Defendant:** Sh.Gobind Dwivedi, Gram Pradhan, Kapthua denied all the allegations in his written statements and said that Sh. Ravi kant and Sh. Purushottam Dwivedi had encroached Gram Panchayat Land for construction of tank. He got their encroachments removed, so they have ganged up against him.

They have been trying to put obstructions in digging work and conspiring against him.

Sh.Surya Bali and Sh. Vijay Kumar had worked and received wages in their bank accounts. If full wages were not paid to them, they should have lodged a complaint. No work has been done on contract. The rules do not permit contract work under MNREGA. No payment has been withheld by him. (As Appx "E").

However, 13 labourers gave an application that they had worked on digging of drain and received wages @ Rs 100/- per day. (As Appx "F").



that poor quality work in construction of Tank and Ghori Khas Road may be seen.

Sh. Ratnakar Singh also exhorted the unwilling villagers to give their complaints in writing. Sh. Ratnakar Singh wrote a complaint on behalf of 9 persons that Pradhan took Rs 3000/- from them in getting them house allotted, on which 9 villagers put their thumb impressions. On verification all but one said that they did not have any complaint against Pradhan. Smt. Maharajia however said that money was demanded from her, but she did not pay as she had no money to pay. MAHA MAYA YOJANA however is not covered under the purview of present Enquiry Team. (As Appx "G").

**Defendant:** Sh. Ram Sukh Shukla Pradhan denied all the charges levelled against him. He said that false allegations are being made due to the impending elections of Gram Pradhans as Sh. Ratnakar Singh belonged to opposite camp because his grandfather Indra Bahadur contested the previous election against him & lost.

Pradhan denied the charge that he took any money for recommending names for either **Mahamaya** or **Indira Awas Yojana**, **However** Smt. Maharajia had got Awas under **Mahamaya Awas Yojana** but he had not taken any money. Her son Sh. Babu Lal wanted fishing lease from him which was taken by Sh. Surinder Pratap Singh from Distt Authorities. Sh. Babu Lal thought that Pradhan did not give him fishing lease and so he joined Sh. Ratnakar Singh in complaining against him. Eight other persons denied that they had made any payment. When asked why they put their thumb impression on the complaint, they said that they did not know what was written in the complaint. But Sh. Ratnakar Singh said

that they did not get the house under MAHA MAYA AWAS YOJANA. As they did not pay Rs 3000.00 in advance as demanded by the Pradhan. Then Sh. Ratnakar Singh said Pradhan seeks money on the plea that it has to be paid to higher authorities to get the houses sanctioned. He wanted Pradhan to take an oath in front of the villagers that no money is demanded by the higher authorities for sanctioning of house under MAHA MAYA or INDIRA AWAS YOJANA.

Pradhan took the oath that no official had ever demanded money from him for sanctioning a house under MAHA MAYA or INDIRA AWAS YOJANA

The Enquiry Team visited Revenue Village GHORI in DEHRAN GP. Panchayat secretary Sh Ravi Shankar Pandey looks after 6 Gram Panchayats including DERHAN.

Some job cards and Bank accounts were inspected. The Team visited worksites e.g. Link Road from GHORI to Health centre, Kunji Tara water tank, Drain from the house of Pradeep to Ram Sukan's house, Drain in Dadi Basti from the residence of Mahesh to the Pond, Link road from GHORI to Kara Border etc.

As for works are concerned the Pradhan has taken up 11 jobs during 2008-2009 and completed 5 , all the jobs have been completed at much lesser cost than estimated amount. Funds allotted Rs 9.42 lacs and expenditure incurred was Rs 9.20 lacs only.

For 2009-2010 again 11 jobs were taken up and 8 were completed with a fund allotment of Rs 17.60 lacs and the expenditure was only Rs

15.78 lacs. All the jobs have been completed at much lesser cost than estimated amount.

During 2010-2011, 2 jobs have been taken up till July and completed, funds allotted were Rs 1.82 Lacs and expenditure was Rs 1.52 Lacs Much less than the estimated amount. The labour deployed was 55% and material purchased was 45% against norms of 60% and 40%. The overall quality of works was average. The overall documentation is poor and incomplete.

### **VILLAGE DIGHLO:**

The Team had cross examined Sh Avdesh Prasad Shukla, as to how he arrived at the manipulated figure of Rs 20.00 Lacs. Sh Avdesh Prasad Shukla said that records should be scrutinized to know the truth. He said that he had sought the records under RTI but these were not made available to him. Sh Bhagwat Prasad Shukla Gram Pradhan when asked why the information sought by Sh Avdesh Prasad Shukla was not given to him. He informed that the information sought ran into 8629 pages, as per RTI rules he was asked in writing to deposit Rs 17258.00 in the Govt. treasury so that photocopies of the information sought could be given to him. But Sh Avdesh Prasad Shukla had not deposited the said amount till date, hence the information was not supplied to him.

All the records were not produced, as Pradhan Bhagwat Prasad Shukla and Panchayat Secretary Ravi Chandra were suspended on 26/6/2010. Both were suspended because they had forwarded a list of eligible persons for old age pension which contained the names of 46 ineligible persons and recovery of Rs 1, 62,000 to be shared equally by

both of them as ordered by DM Allahabad. However they said that they have obtained the stay order from Allahabad High Court. The new Panchayat Secretary Manoj Kumar does not have the records. He only produced the cash book which was not filled up after 11.3.2010. The labourers and villagers were asked if they had any complaint against Pradhan, they said that they do not have any complaint. A list of works undertaken/ to be undertaken was given, along with estimated cost of each work and the expenditure incurred. The Team asked Gram Pradhan to give a copy of the list to Sh Avdesh Prasad Shukla.

The Team visited several sites e.g. Bihari Basti Link Road, Periphery of well of Shyam Narain, Ahiran Basti Blast well, Kachra Talab water tank etc.

As for works are concerned the same were analyzed with respect to estimated cost, utilization of funds material purchased and quality of works executed. In 2008-2009 Pradhan had undertaken 15 jobs but none was completed. Funds received were 8.27 Lacs and expenditure incurred was Rs 8.99 Lac. It is not clear from where Pradhan has arranged Rs 72,000.00 over and above the fund received for 2008-09.

Similarly in 2009-2010 the Pradhan has undertaken 8 new jobs while 15 old jobs were pending, he could complete only 6 jobs, while the fund allotted were Rs 21.90 Lacs but the expenditure was Rs 23.35 Lacs thus Rs. 1.48 Lacs were over spent and the source of this over spent money is unexplained.

In 2010-2011 no new jobs have been under taken where as Rs 5.18 Lacs have been spent out of available fund of Rs 10.43 Lacs. No jobs have

been completed. Therefore, it is clear that the Pradhan do not have proper planning of jobs and execution thereof. There is also mismanagement of funds. The funds have been blocked without any productive output.

All the estimates of blasting wells appears to be over estimated and 5 such jobs have been undertaken at a time. The progress on these wells is not more than 20%, where as materials have been purchased for these wells for Rs 1.02 Lacs during 2008-2009, Rs 11.11 Lacs during 2009-2010 and Rs 3.76 Lacs during 2010-2011.

The Team noticed that out of an estimated cost of Rs. 6.64 Lacs for the construction of Ahiran Basti Blast well, Rs 3.45 Lacs have already been spent. The blasting is yet to be completed. For lining of the well, cut stones and other materials worth Rs 2.43 Lacs have been purchased. There was absolutely no need to buy the cut stones, that too in such a huge quantity for the entire well, as the well is falling in a rocky stretch, very little lining was required only in the upper portion. However cut stones were purchased at an exorbitant cost, that too, much in advance. Such whopping cost of construction of blast well should not have been passed in the first instance. Moreover, there was absolutely no need to purchase all the stone, so much in advance. When it is yet to be used at a later stage. More so, the payment of Rs 27120.00 on account of purchase of cut stones for blast well in Ahiran Basti have been made to the supplier without entering the material in the MEASUREMENT BOOK and is a gross misuse of funds. Similarly, out of a total estimated cost of Rs 13.80 Lacs for digging and beautification of KACHRA WATER TANK, Rs 8.16 Lacs have already been spent. More than 50% of the expenditure is on purchase of cut stones.

Such a huge quantity of stone was not required. Instead of laying stone on the entire length & breadth of the tank, the pitching could have been done in bands. That could have reduced the quantity of stones to large extent and the purpose of retaining slopes would have been taken care of by pitching in bands. Poor planning and lack of supervision has enabled Gram Pradhan to buy so much stone, which is criminal misuse of MNREGA funds. The purchase and payment of Rs 2.00 Lacs to the supplier on account of 40,000 pieces of cut stone for Kachra tank have been done without entering the quantity in MB by the Junior Engineer. This puts Gram Pradhan into dock.

There was no necessity to undertake construction of 3 blast wells at a time in 2008-2009 and not completing any, yet construction of 2 more blast well was undertaken 2009-2010 .The progress on all the wells is in the range of 10 to 20% whereas expenditure incurred is Rs15.89 Lacs out of which material worth Rs 10.94 Lacs have been purchased. These jobs probably have been undertaken with a malafide intention of purchase of material in such large quantities in advance at an exorbitant cost that too without considering the rocky material likely to be excavated from the wells under question. The rocky material, which could have been utilized instead of cut stones, would in all probability, be lifted from sites of the wells incurring additional expenditure.

### **VILLAGE KHUNTA**

The Team asked Sh Mangla Prasad Tewari whether he stood by his complaint; he denied having made any complaint against Gram Pradhan Sh Anil Pandey. He testified that when he came to know that somebody

had sent a complaint in his name by forging his signature, he immediately went to the office of CHIEF DEVELOPMENT OFFICER (CDO) Allahabad and handed over an Affidavit attested by public notary to the effect that he had never made any complaint for any enquiry against the Gram Pradhan and if any application of this kind has been given under his name and signature, it was totally forged. Along with a copy of Affidavit he also gave an application demanding legal action against the person indulging in such a falsehood. (As Appx "H").

Although Sh Mangla Prasad Tiwari had vehemently denied of having made the complaint purported to have been written by him, the Team asked the villagers and labourers to come forward if they had any complaints. No person came forward to make any complaint. Even then, the Team inspected a few Muster Rolls, Job Cards, Attendance register, Assets register etc.

As regards works, in 2008-2009, only 3 jobs were taken up and 1 could be completed with an expenditure of Rs 2.45 Lacs out of the fund allotted of Rs 2.47 Lacs.

In 2009-2010, only 15 jobs were undertaken and 9 jobs were completed with an expenditure of Rs 20.98 Lacs against allotment of Rs 22.73 Lacs.

In 2010 -2011 Pradhan has taken up 7 jobs and completed 4, with an expenditure of Rs 1.88 Lacs against allotment of Rs 5.85 Lacs. It appears that few of the estimates are costed on the higher side and needs to be re-casted again, for example excavation of tank in Shuklan Basti costing Rs 9.75 Lacs and beautification of the same tank in Shuklan Basti is costing another Rs 7 Lacs. These estimates may kindly be looked into.

## VILLAGE SIRHIR

Gram Pradhan Sh. Kaushlesh Prasad Pandey said that the works are under taken out of the shelf of projects approved by the Gram Sabha. Out of the total 244 job card holders 78 were given jobs in 2009-2010 alone and no one was known to him or related to him.

When asked why Kunwar Rewati Raman Singh MP (Lok Sabha) had made complaint against him, he replied that in the last General Elections, he and other Brahmin Pradhans had supported BSP (Bahujan Samaj party). Therefore, the subject allegations are politically motivated.

All the records were seen, the Job cards, Job card register, Muster rolls, Assets register, Cashbook, files containing estimates and expenditure incurred etc. All records were found to be maintained in an Excellent Manner. The team inspected minute's register of Gram Sabha, Site inspection of the some of the completed and on going projects did not reveal anything amiss. No villager or labourers had any complaint against the Gram Pradhan.

Gram Pradhan further testified that a project for construction of water tank No 218 has been pending since 2008-2009 out of the estimated expenditure of Rs 5,40,000/- a sum of Rs 1,27,267/- has been spent. The work was suspended due to unauthorized encroachments and occupation of a part of the project land by unscrupulous element and Land Mafias



irregularities were found against him .The complaint was found to be baseless and dismissed. The Distt Magistrate called both the complainant and the defendant on 02/3/2009 but the complainant did not attend. Thus the Gram Pradhan Devi Shankar Mishra had been exonerated of all charges made by Mahavir vide DM's order No. 2020/P/COMP-ENG/2009-09 dated 13-03-2009. The Team could not inspect all the records as Panchayat secretary Ramendra Prasad had committed suicide in May 2010. The District Authorities have not been able to get records from his residence. Even the cashbook was not made available to the Team. The new Panchayat secretary/GVO Karuna Shankar Pandey has records which he could get from the Block office. There is no Rozgar sahayak for last 5 months.

Lalji Gautam complained that Job card has not been given to him. The Gram Vikas Adhikari (GVO) assured him that job card would be given him within a week.

As regard works, 10 jobs have been completed out of total 13 jobs undertaken during 2008-2009 at an expenditure of Rs 5.58 Lacs against allotment of Rs 7.61 Lacs.

In 2009-2010, 6 jobs were undertaken and completed with expenditure of Rs 11.65 Lacs against allotment of Rs 16.48 Lacs.

Similarly in 2010-2011, 5 jobs have been undertaken and competed at an expenditure of Rs 7.00 Lacs against allotment of Rs 7.83 Lacs.

We have not come across any case of bogus mustering nor do we agree that no work has been done by Gram Pradhan. It may be seen that 21 jobs have been completed in last 3 years.

## **VILLAGE NARAINA**

The Enquiry Team inspected the job cards, job card register, muster rolls, cash book and Assets register etc. The cash book was filled up to 31/03/2010. The job card holders do not have any complaint.

The team also visited some of the sites including the water tank where the work has been suspended due to the encroachments.

As regards works are concerned 13 jobs have since been completed out of the 14 jobs undertaken in last 3 years. All the jobs were completed well within the estimated amount, except one job. The quality and progress of works is satisfactory. No major purchases of the material have been done. The labour ratio is 74% and material is 26% is well within the norms.

It is therefore not true that no work has been done and the entire amount has been bungled by the Gram Pradhan. We could not find any clue to the bogus mustering or anything of that type. However, records are not updated and are not complete.

## **VILLAGE KAPTHUA**

The Team could not inspect all the records as Panchayat Secretary Sh. Ramendra Prasad had committed suicide in May 2010. Hence most of the records are not available. In spite of the best efforts by Pradhan and others. District authorities may like take action to recover all the records from of the lady of the deceased.

The Enquiry Team inspected some Job cards, employment register, muster rolls, Assets register etc. Nothing amiss was detected. The Team visited some of the sites including the tank which is near completion. There was no evidence to support the contention that the work on the drain was given on contract as the villagers did not support the complainant. The complaints are from individuals who have encroached the tank or talab area which Pradhan got vacated to a larger extent except 2/3 remaining encroaches. 23 jobs were undertaken by the Gram Pradhan during last 3 years out of which 22 jobs had since been completed. Quality and progress is quite satisfactory. All the jobs have been completed within the estimated amount.

Labour ratio is 61% and the material 39% is well within the norms. No major materials have been purchased in the last 3 years.

## **HEARING OF THE PARTIES AND WITNESSES:**

The date of the investigation was intimated in advance to the parties and witnesses giving them adequate time to make submissions.

Parties, witnesses, and even those making fresh complaints were heard. They were all asked to give statements in writing duly signed.

### **1. DERHAN**

#### **Allegations of Sh. Ratnakar Singh :**

- Job cards are not filled without taking money from card holders.
- Demand for houses are not made without taking Rs 3500.00 from the applicants and Rs 5000.00 is taken from each allottee on allotment of houses.
- Rs 12000.00 are taken for getting loan amount of Rs 35000.00 sanctioned for purchase of buffaloes and goats.
- The earth work on Ghori Khas road was done 4 years back but money was withdrawn showing the same work again.
- Mid day meal scheme is not being run properly.
- Funds received by Gram Pradhan and funds spent by him during the last 5 years may be gone into.

Out of the above allegations, Sh. Ratnakar Singh said he stood by the complaint

- i) About job cards

- ii) Money is demanded before forwarding demand for houses
- iii) He submitted an application having 9 thumb impression on it.

**Findings:**

- i) False, as not corroborated by the labourers.
- ii) False. All but one of them denied having made such a complaint. Only Smt. Maharajaia said that money demanded but not paid. MAHAMAYA AWAS YOJANA is not covered under the present Enquiry.
- iii) False. The complainant could not bring in a single person in support of his contention, not did he insist on probing the allegation.
- iv) False. The earth work on Ghori Khas road on inspection appeared not so old; moreover no villager corroborated the allegations.
- v) Mid day meal scheme did not fall under the purview of the present Enquiry Team.
- vi) All records are not available to probe the charge. The available records and site visits did not reveal any wrong doing on the part of Pradhan. 15 jobs have been completed in last 3 years, well within the estimated amount and funds allotted. The overall quality and progress is satisfactory. The overall documentation is poor and incomplete.

- vii) 15 jobs have been completed in last 2 1/2 years, well within estimated amount and funds allotted.
- viii) The overall quality and progress is satisfactory.
- ix) The overall documentation is poor and incomplete.

## 2. DIGHLO

The assertion of Kunwar Rewati Raman Singh, MP (Lok Sabha), Allahabad that the Pradhan is squandering funds under MNREGA is true to the extent that MNREGA funds have been squandered/misused in the purchase of materials in the Ahiran Basti blast well and purchase of laying of cut stones in the Kachra water tank. The BDO has also failed to supervise the high cost projects once a month as mandated under MNREGA. The allegations of Sh Avdesh Prasad Shukla are vague and flimsy.

Pradhan has not planned works properly, only 6 jobs have been completed in last 3 years, expenditure is more than allotment. All major jobs have inflated estimates, cut stones have been purchased without having entry in the MB. Lot of materials has been purchased in advance.

No credit for the rocky material likely to be excavated from the blasting well have been afforded in the estimate, that means it has been assumed that no worthwhile material will be available for use in the subject job and entire material for complete lining have been considered in the estimate and they may prepare another estimate for the disposal of the material so excavated from the blasted well. The Govt. have been put to double loss, this is not as per the standard civil Engineering practices.

### **3. KHUNTA**

Kunwar Rewati Raman Singh's observation that Gram Pradhan made arbitrary payments and no work was done under MNREGA was based on the alleged complaint of Mangla Prasad Tiwari, who vehemently denied having made any complaint. So, no case was made out against Gram Pradhan of Khunta. Therefore the allegation is baseless and not true.

### **4. SIRHIR**

Kunwar Rewati Raman Singh's information that Gram Pradhan works arbitrarily and giving jobs to the persons known to him, instead of giving them to the poor, was not found to be based on any facts and figures. Hence complaint is false and politically motivated.

### **5. PURAINI**

Kunwar Rewati Raman Singh's information that Gram Pradhan had siphoned out MNREGA funds by making fake entries in the muster rolls was not found correct when muster rolls, job cards and bank pass books of the labourers were checked. The MP's assertion was based on an old complaint of Mahavir which was annexed with his letter dated 25/05/2010. The MP did not know that the complaint was disposed off by an enquiry Teams appointed by the DM Allahabad, according to which the Gram Pradhan was exonerated vide DM's order dated 13/03/2009.

## 6. NARAINA

Kunwar Rewati Raman Singh's letter dated 25/05/2010 & 20/07/2010 stated that an Enquiry Team sent by DM to Naraina, but the enquiry was postponed as Gram Vikas Adhikari and Gram Pradhan did not give any records to the Team. The allegation is baseless as Enquiry was conducted twice and all records were produced to the then Enquiry Teams.

Sh.Samar Bahadur Singh and Sh.Lakshmi Narain Tiwari's complaint that there were irregularities in job cards was not based on any facts.

## 7. KAPTHUA

Kunwar Rewati Raman Singh's assertion of misuse of Govt funds and work done on contract basis were not corroborated by the labourers/villagers, therefore the allegations are not true. The project estimates / expenditure and site inspections did not find any such thing. Sh. Surya Bali & other's complaint was very old before the commencement of MNREGA in Allahabad.

## Summary Table of Investigation (Findings)

Sr. No	Brief statement of Allegation	Evidence Produced	Evidence not produced	Findings
	<b>Derhan Village</b>			
	Money taken for filling job cards	NIL	Documentary evidence written / oral complaints	False. Charge not corroborated.
2 & 3	Money taken from applicants before & after allotment of houses and getting loans.	Complaint thumb impression by 9 persons	Documentary evidence	False, Only one person Smt. Maharajia testified that money was demanded not paid.
4	Ghori Khas Link Road done earlier, but money drawn again.	NIL	Documentary evidence/ oral	False, Earlier there was no road.
5	Mid day meal not running properly	NIL	Documentary evidence / oral	Not under the purview of the Enquiry Team.
6	Funds allotted not used judiciously	NIL	Documentary evidence/ oral	No clue. All available records were seen. No wrong doing visible.
	<b>Dighlo Village</b>			
	Pradhan has squandered MNREGA funds	NIL	Documentary evidence/ oral	Partly true. In Ahiran Basti blast well and construction of Kachra water tank wasteful purchases were made.
2	Factitious attendance is shown. Rs 20 Lacs manipulated.	NIL	Documentary evidence/ oral corroborative evidence	False, Allegation of manipulation of Rs 20 Lacs is imaginary and without any basis.
	<b>Khunta Village</b>			
1	Pradhan made arbitrary payments. No work done under MNREGA.	NIL	Documentary evidence/ oral	False, The person allegedly making complaint, denied having complained.
	<b>Sirhir</b>			

Pradhan works arbitrarily gives jobs not to poor but to persons known to him.	NIL	Documented evidence/ oral	False. Works undertaken are out of shelf of projects approved by Gram Sabha. 78 of 244 job card holder have been given jobs in 2009-2010 alone.
<b>Puraini</b>			
Gram Pradhan Siphoned off funds by fake muster rolls.	NIL	Documented evidence/ oral	False. All available records seen.
Money received for swajal dhara swindled	NIL	Documented evidence/ oral	Did not prove the allegation. The scheme does not fall under the purview of present Team.
<b>Naraina</b>			
DM's enquiry team returned due to non-availability of records.	NIL	Documented evidence or oral	False, Team were sent twice by DM all records as required were produced
Irregularities in job cards, Poor dalit residents are being displaced in digging water tank No. 203	NIL	Documented evidence/ oral	False, Irregularities not found in job cards, muster rolls, cash book etc. A <b>dalit</b> family in an authorized occupation of the project land has been offered alternative site.
<b>Kapthua</b>			
Govt funds are misused contract system in vogue.	NIL	Documented evidence/ oral	False, No case of misuse of funds found. No evidence of contract work.
Sh.Surya Bali, Sh.Aman Bahait & Sh.Vijay Kumar worked for 2,3, & 5 days. They were paid wages for 12 days by the bank. But Pradhan snatched the balance money from them.	Written complaint given	Corroborative statement	False, They did not complain when the incident occurred.
Pradhan gave contract for digging the drain for Rs 8000, only Rs 3000 were paid.	Written complaint given	Corroborative statement	False, The villagers did not support their contention.

## Conclusion

From the foregoing chapters, it is evident that only one allegation of Kunwar Rewati Raman Singh, Hon'ble member of Parliament (Lok Sabha) Allahabad pertaining to squandering of MNREGA funds stands established against Sh Bhagwat Prasad Shukla, Pradhan, Gram Panchayat, Dighlo in Block Mejha, Allahabad. MNREGA funds have been squandered in purchase of Blasting and other materials in Ahiran Basti Blast well and purchase of cut stones for Kachra water tank. BDO S.R Yadav is also responsible for not supervising the implementation of the projects even once a month as mandated under MNREGA allowing Gram Pradhan the arbitrariness.

The other complaints are old, vague, misleading, forged or politically motivated.

The complaint of Mahavir against Gram Pradhan of Puraini in Karchhana Block is an old one and already disposed off by the DM yet it was sent to Honorable MP to mislead him.

Sh Avdesh Prasad Shukla's complaint to the Honorable MP against Gram Pradhan of Dighlo Sh Bhagwat Prasad Shukla is vague. It does not bear any date. He has said that on inspection of records manipulation of about Rs 20 Lac will be found. The allegation has no basis.

When cross examined he said he wanted all records under RTI but they were denied to him. This is not true. Information sought by him ran into 8629 pages. It could not have been given free of cost to him. But he is not prepared to pay the cost of Photostat copies.

On making discreet enquiries, the villagers said that Sh Avdesh Prasad Shukla is in the habit of misusing the information received from various sources to black mail the Pradhan and Block level officials. He runs a sort of extortion racket and as many as 34 cases are pending against him in Kheeri police station. (As Appx "J") The villagers also alleged that he was the man behind the complaints and misleading Honorable Member of Parliament. He is a cousin of the Pradhan of Dighlo. He contested against the Pradhan in Dighlo and lost as he had few supporters. He bears a grudge against the Pradhan. It cannot be said with certainty, but it appears he might have written the fake complaint against Gram Pradhan, Khunta in the name of Sh.Mangla Prasad Tiwari as the style and handwriting appears similar to the one in his complaint.

In the last Assembly Elections, Brahmins supported BSP, as the MP belonging to SP (SAMAJWADI PARTY) wants to teach them a lesson said the Pradhans. The complaint against Pradhan of Sirhir, retired Deputy Secretary Cabinet Sectt, a person of unassailable credentials is a case in point.

We would also like to highlight the general political situation prevailing in Distt. Allahabad, as the Panchayat elections are due in Sept/Oct 2010, the spate of complaints is bound to be there to defame the existing incumbents to grind their own axe. The facts in the complaints have not been brought out clearly and all the complaints are vogue and general in nature.

The political scores are being settled through complaints. These very complaints have been investigated by the State Administration number of times and when nothing was found they have now taken the shelter through Member Parliament. The complaints do not have head or tail, nor are these based on any facts & figures. It is game of showdown to those who are not in their camp and Govt machinery is being misused to show their muscles. We have full faith in our political system but this faith and system should be utilized for a constructive approach/work. At present the system is so much vitiated that Pradhans are being targeted even if they have done good job/work. We strongly believe that if cheque signing power is taken away from Pradhans ( who is an elected representative and not a Govt. Official)with immediate effect, it may quell the spate of complaints and the financial bungling charges against Pradhans. It will reduced Complaints drastically and so his interference. The cheque signing power should be with 2 selected Govt officials and not with elected representatives.

BDO's are not checking anything i.e. Muster rolls, Cash books, MB's, Cheque books, Job cards, Estimates, Quality of works, rates of items being procured, quantity & quality of items or even payment made to the labourers or even labour attendance. They are not authenticating any details and are heavily depending on Pradhans & Panchayat Secretaries. Hence, there is a possibility of widespread corruption taking place in the system.

## OVERALL ASSESSMENT OF PERFORMANCE OF THE DISTRICT, BLOCKS AND GRAM PANCHAYATS

Success of MNREGA depends upon planning and execution of the projects. The District planning machinery must devise foolproof system to prevent over estimation at the Gram Panchayat Level. The District has not succeeded in getting Panchayat Ghar built for all the Gram Panchayats. Even where the buildings for Panchayat Ghar have been constructed, they are devoid of power connection, the computers and essential office furniture like almariahs, table & Chairs etc. The result is that record maintenance is in poor shape.

The district machinery does not have a well engrained system for effective monitoring of the works/ projects under MNREGA. It should be advised to prepare a schedule for weekly/monthly inspection of the works/projects for BDO's & Engineers.

While social Audit system is commendable, it is not fully suffice as there is no auditing of accounts in MNREAG at the Panchayat level. It is therefore suggested that system should evolved for auditing of accounts of Gram Panchayat at periodic intervals.

The District should bring out adequate publicity material to generate greater awareness, participation and transparency in the implementation of MNREGA.

## Recommendations

1. In Uttar Pradesh, Gram Panchayat Pradhans are the pivot on which all the works under MNREGA are implemented. He is the butt of all allegations. In a Democratic set up it is the perfectly in order, that Pradhans has a say in the developmental activities in villages under Gram Panchayat.
2. But Gram Pradhan should not have an authority to sign cheques of Gram Panchayat for making payments for works under MNREGA. It is strongly recommended that authority to sign the cheques should vest in Govt servants who are answerable to higher authorities. Even MP's and MLA's do not have authority to sign cheques for MPLADS or MLALADS. On the same lines, authority to sign the cheques should not vest in Gram Pradhan. Unless, this authority to sign cheques is withdrawn from Gram Pradhans allegation of their misdemeanors cannot be stopped. A major source of corruption will be plugged simply by making a provision in the rules that the "Power to withdraw funds under MNREGA shall vest in two State Government officials, whom the state government may designate."
3. Many Panchayats do not have Panchayat Guar or if they have, they are in a bad shape all over Uttar Pradesh. States may be advised to build Panchayat Guar, where ever not built so far. All Panchayat Ghars should be equipped with electric connections, a computer and Almariahs and other furniture's so that all records of the Gram Panchayats can be kept there.

4. State Govt may also be advised to fill the posts of BDO's, Gram Panchayat Secretaries and Gram Vikas Adhikaris on a priority basis aiming at a BDO for every Block and a Gram Panchayat. Secretary for every Gram Panchayat , a Gram Vikas Adhikari for 2 Gram Panchayats and Technical Assistant with Diploma in Civil Engineering for 4/5 Gram Panchayats
5. States should be advised to strictly follow the inspection calendar for works under MNREGA.
6. The 3- day training given to Pradhans is inadequate. Training should be organized at least for 6 days twice a year for all PRI Functionaries.
7. A representative of Ministry of Rural Development, Govt of India or a National Level Monitor should also be asked to attend every V& MC meeting held in every District and give first hand report to the Ministry.
8. Frequency of monitoring and monitoring periods of Districts by NLMs should be more so as to cover the Districts more comprehensively rather than in the sample size as is being done now.
9. Recovery of Rs2,27,120/- from Sh. Bhagwat Prasad Shukla , Pradhan Dighlo. On a/c of purchase of cut stones for Arihan Basti Blasting well and for katchra talab without entering the material in the MB and release of payment.
10. Administrative action against Pradhan Dighlo for misuse of funds in purchase of cut stones and other materials in advance, when these materials were not required. Hence blocking the funds which could have been used for other works.

11. All major estimates of GP Dighlo needs to be re-casted again by using as much stone as possible out of the blasting wells for the lining of wells & for the sides of Katchra Talab. Till then the works on all these sites be kept on hold. Reducing the quantities for lining of wells being in rocky terrain and also restricting the use of cut stones to the side of the katchra talab in banded Masonry.
12. Disciplinary action against BDO Mejha is contemplated for not checking anything and allowing Pradhans to operate in an arbitrary manner.
13. JE's may be warned to prepare and approve estimates technically close to ground realities and any inflation in estimates if found at later date they will held responsible.
14. Checking of attendance in Muster rolls is made mandatory by officials at following frequencies.

Rozgar Sewak	-	Daily
Panchayat Secy/Gram Pradhan	-	Every alternative day
JE/TA	-	once in a week
BDO	-	once in a month
DDO/Project Director/CDO	-	on their visit

All official must sign with dated signature stating they found \_\_\_\_\_ labourers at site.

15. Monthly Audit of Muster rolls, Bank A/c's, Cash books, Payment released to labour and purchase vouches etc should may be introduce to plug all the loopholes.

16. Information boards should be of RCC instead of steel and are pre-casted at the site only.
17. Dedicated Bank/Extension counter be made operational in all the Blocks.
18. BDO should be made more responsible and accountable for each village for micro planning of works, Cash transactions, Labour attendance, Labour payments, Framing of Estimates, Tech approvals etc and he must sign all the documents.
19. Distt Administration may also be more vibrant towards the above requirements & may introduce fool proof system at ground level to reduce the level of manipulations.
20. There should be a post of AE (Civil) at BDO level & EE (Civil) at DRDA level.