

## 10. Miscellaneous

### 10.14 Delineation of role of Village Panchayats, Panchayat unions & District Panchayats regarding selection of beneficiaries

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D.R.D's, Ref.No.74549/96/JVVT/ Dated 31.3.1997

#### CIRCULAR

- Sub : Schemes – Implementation of Centrally Sponsored schemes from 1997-98 onwards – delineation of the roles of Village Panchayats, Panchayat Unions and District Panchayats regarding selection of beneficiaries, selection of schemes and execution of schemes – instructions issued – regarding
- Ref : 1. G.O.Ms.No.75 RD (C1) department dated 14.3.19972. D.R.D.'s D.O.Lr. in ref.No.74549/96/JVVT Dt.4.3.19973. Govt. Lr.No.10130/CSS.1 Dt.17.3.1997

Collectors and Project Officers of D.R.D.As are aware that as per the Tamil Nadu Panchayats Act, 1994, there is no organic linkage between the 3 tiers of Local bodies at least as far as the elected members are concerned. Clashes have been reported in several districts among the elected members of the 3 tiers regarding the choice of beneficiaries, the choice of works and the execution of works. It has therefore become necessary to clarify which scheme will be implemented by which Local body, how beneficiaries and works will be selected, and if a scheme requires the co-ordinated efforts of more than one Local body then what their respective roles would be.

The Government have clarified these issues in the references 1<sup>st</sup> and 3<sup>rd</sup> cited, based on which the following instructions are communicated and Project Officers of DRDAs about the respective roles of Village Panchayats, Panchayat Unions and District Panchayats regarding the selection of beneficiaries, selection of works and execution of works. The broad guiding principles are:- i) The District Panchayats will have only a planning cum advisory role; ii) the Panchayat Unions and Village Panchayats will be the 'implementing agencies'; iii) The implementation of individual beneficiary-oriented programmes will be normally done only by the Village Panchayats; iv) The Block office will provide the necessary technical and other assistance to the Village Panchayats in the implementation of the various schemes entrusted to the latter.

#### 1) IRDP

- a) The Collector should directly allocate the district's financial and physical target among all the Village Panchayats in the district. (Please also see (g). 130% of the number of beneficiaries as per the physical target should be selected for each Village Panchayat – the extra 30% should be kept as 'reserve list' for substituting the rejected cases.
- b) The IRDP beneficiary selection should be done by a Task force committee in the presence of the Village Assembly.
- c) The Task force committee will comprise of the President and other members of the Village Panchayat; the ABDO or his nominee; and the Bank branch manager concerned or his nominee. The Village Panchayat President will be the nominee of the Task force committee meeting. The ward member of the Panchayat Unions or District Panchayats or any other non officials should not be included in the Task force committee.)
- d) The Village Panchayat President should inform the date of the meeting to all the members of the Task force committee, in writing, atleast 7 clear days in advance and obtain their acknowledge. A quorum of 5 members is necessary for conducting the meeting. (It is not necessary for the Village Panchayat President to ascertain the convenience of the ABDO while fixing the date of the Task force committee meeting; if the ABDO cannot attend a Task force committee meeting, he should depute any of his subordinates such as the Dy. B.D.O./E.O./R.W.Os to attend the meeting on his behalf). But it may be desirable for the Village Panchayat President to ascertain the convenience of the concerned banker as far as possible while fixing the date of the Task force committee meeting.

- e) The Task force committee meeting should complete the selection of beneficiaries in one sitting and the members present should sign underneath the list of selected beneficiaries then and there. A copy of the list of beneficiaries selected should be sent immediately to the ABDO and the PO, DRDA – who will scrutinize the same to see if the guidelines for beneficiary selection (50% SC/ST beneficiaries; 40% women beneficiaries; 3% physically handicapped beneficiaries etc.,) have been duly followed.
- f) In the event of complaints being received about the Task force committee members not being properly informed or of the meeting being held without the quorum or of the guidelines for beneficiary selection not being properly followed, the PO, DRDA may make a summary enquiry and order another meeting of the Task force committee for the particular Village Panchayat.
- g) The Collector may retain up to 10% of the District's target as 'discretionary quota'. (Please note the change). The balance 90% should be apportioned among all the Village Panchayats by the Collector. (The existing level of 25% 'discretionary quota' for the Collector is rather too high. At the same time doing away with this quota altogether may not also be desirable. Quote often genuine cases tend to get left out when the selection is left entirely to elected members due to political or other reasons. The 'discretionary quota' will help rectify such anomalies as the Collector receives innumerable petitions from the public during his Grievance day/Mass Contact Programme hearings. But the Collector must ensure that the beneficiaries selected by him strictly conform to the IRDP norms).
- h) The ABDO shall not entertain IRDP applications from any other quarter i.e. from persons who have not been selected as per the procedure laid down in paras (a) to (g) above.

**2) TRYSEM**

- a) The list of approved TRYSEM training institutions in each at the beginning of the existing institutions with reference to the facilities available, the number of trainees to whom training can be imparted in each trade, etc., New institutions may also be added after due verification
- b) Based on the training facilities available in the district, the P.O. DRDA should allocate the institutions/trades/ number of trainees under the trade to each of the Blocks. If some Blocks are deficient in training institutions, a part or whole of the facilities available in the training institutions in the neighbouring Blocks must be allocated to such Blocks.
- c) Under TRYSEM only a few trainees are selected per Block and so it would be difficult for the selection to be done at the Village Panchayat level. The following procedure should therefore be followed while selecting TRYSEM trainees. The Task force committee which selects IRDP beneficiaries should also select potential TRYSEM trainees – at the same meeting – at the rate of one per every 800 population. (For this purpose, fractions more than  $\frac{1}{2}$  will be treated as 1). Thus if a Village Panchayat has a population of say, 600, only one person should be selected whereas if a Village Panchayat has a population of, say, 5900, seven persons should be selected. This will be a preliminary selection and it will throw up approximately three times the number of TRYSEM trainees to be finally selected.
- d) The list of potential TRYSEM trainees thus selected should be sent immediately to the ABDO and the PO, DRDA
- e) The final selection of TRYSEM trainees should be done by a committee with the P.O. DRDA as Convenor, and with the A.P.O.(Industries); G.M. District Industries Centre; the Principal of the local I.T.I. or Polytechnic; any renowned Master Craftsman; and the District Manager of the Lead Bank as members. This Committee should select the required number of TRYSEM trainees only out of the lists of persons furnished by the Village Panchayats. While finalizing the list of TRYSEM trainees, the Committee should keep in mind the target under TRYSEM for each Block, the training facilities available as per (b) above, and select

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only those candidates interested in the available trades. It would be prudent to keep a reserve list of 30% of the total number to replace dropouts.

### 3) JVVT

- a) The 65% component of the district's allocation under JVVT should be apportioned among all the Village Panchayats in the district by the Collector. The funds should be released by the Collector directly to the 'Scheme Fund Account' of the Village Panchayats without routing the same through the Panchayat Unions. The Village Panchayats can choose the works for their share of the funds subject to the guidelines and priorities.
- b) The 15% component of the district's allocation under JVVT should be apportioned among all the Panchayat Unions in the district by the Collector and the corresponding funds should be released to the Panchayat Unions. They can choose the works for their share of the funds subject to the guidelines and priorities.
- c) The Village Panchayats and Panchayat Unions should implement works coming under their respective shares (Please note the change in instructions as compared to 1996-97)
- d) The 20% component of the district's allocation under JVVT should be allocated by the Collector to the District Panchayat which can choose the works for its share of funds subject to the guidelines and priorities. However, the corresponding funds should not be released to District Panchayats. As the District Panchayat is not an implementing agency, it must entrust the works chosen by it to either the Village Panchayats or the Panchayat Unions concerned for execution. (In other words, the District Panchayat has the right to choose the works, but cannot implement them). Such allocations made by the District Panchayat will be an add tonality for the Village Panchayats / Panchayat Unions concerned over and above their share under the 65% component / 15% component and **the funds** corresponding to these should be released by DRDA to the Village Panchayats / Panchayat Unions concerned.
- e) Thus, the Panchayat Unions will implement the 15% component of JVVT as well as that part of the 20% component which is entrusted to the Panchayat Unions. The Village Panchayats will implement the 65% component of JVVT as well as that part of 20% component which is entrusted to the Village Panchayats.

### 4) IAY

- a) The Collector should himself choose the Village Panchayats where Group house works are to be taken up in the district (without leaving this work to the Panchayat Unions as in the past). While doing this, he should take into consideration factors like the availability of house site pattas in the village, SC/ST/BC/MBC population of the village, number of group houses constructed in the past, whether there are any victims of natural calamities and communal clashes, etc. Preference should normally be given to acquired sites ( this is because land acquisition is normally resorted to by the DADWO/DBCWO only in those villages where there is acute scarcity of housing), and the details of house sites acquired for SCs/STs/Others are readily available with the DADWO and DBCWO. The Collector can also gather details of both acquired sites and built – up sites. (where Group Houses are to be constructed) directly from the Village Panchayats or through the ABDO.
- b) In order to minimize the number of work sites and to facilitate better supervision, at least 20 Group Houses in respect of SC colonies and atleast 10 Group Houses in respect of the others should be taken up in a Village Panchayat
- c) Once the Village Panchayats where Group Houses are to be taken up and the number of houses to be constructed are finalized by the Collector. The funds should be released by PO,DRDA through as the Scheme Fund Account of the Village Panchayat concerned instead of routing the same through the Panchayat Unions.

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- d) The selection of the IAY beneficiaries in these select Village Panchayats will be done by a committee comprising the President and members of the Village Panchayat and the ABDO or his nominee – in the presence of the Village Assembly. This meeting should be convened by the Village Panchayat President and a notice of atleast 7 clear days should be given to all the members of the selection committee and their acknowledgement obtained. The quorum for the meeting would be 5 members. (The ward members of the Panchayat Unions or District Panchayats or any other non officials should not be included in this committee.)
- e) The list of IAY beneficiaries selected should be communicated immediately to the ABDO and the PO, DRDA.
- f) The Group house works should be executed by the beneficiaries themselves, and if the beneficiaries are unwilling or unable to do so, by the Village Panchayat concerned. In other words, the work orders should be issued either individually in the name of each IAY beneficiary or in the name of the Village Panchayat. On no account should the work order be issued in the name of any official (under the pretext of 'departmental execution') or in the name of any other third party. Collectors/P.Os of DRDAs are requested to deal severely with ABDOS who flout this instruction.
- g) Thus, IAY as a whole must be implemented through Village Panchayats only; Panchayat Unions do not come into the picture either in the selection of beneficiaries or in the execution of works.

### 5) CRSP

- a) This scheme has 2 main components:- 1) School latrines and 2) Individual household latrines and targets are given to districts under both heads.
- b) As regards school latrines, since Primary and Middle school buildings are maintained by the Panchayat Unions, the Collector should apportion the target among the Blocks and the funds corresponding to these works should be released by DRDA to the 'CRSP Account' maintained by the ABDO at the Block level. The Panchayat Unions will select the Schools where the latrine works are to be taken up (only where water facilities are available), and the works will be executed departmentally.
- c) As regards individual household latrines, for the same reasons as in the case of IAY Group houses, the target should be apportioned by the Collector directly among the selected Village Panchayats and the funds corresponding to these should be released by DRDA directly to the 'Scheme fund Account' of the Village Panchayats concerned. The beneficiaries should be selected by the concerned Village Panchayat (together with a representative of the ABDO) on the same lines as prescribed for IAY. The list of beneficiaries should be communicated immediately to the PO, DRDA and the ABDO. The works should be executed by the beneficiaries themselves, and if the beneficiaries are unwilling or unable to do so, by the Village Panchayat concerned.
- d) The choice of villages for taking up individual household latrines will be made directly by the Collector and he should not leave this to the Panchayat Unions. While selecting the Villages, the Collector may give preference to Village Panchayats with semi-urban characteristics such as those with populations exceeding 5,000 or more or the 'belt villages' i.e. those Village Panchayats surrounding Municipal Corporations, Municipalities and Town Panchayats – as there are likely to be more takers for the same in such villages. Village Panchayats where there has been an outbreak of communicable diseases may also be targeted. The GOI guidelines require that at least 20 household latrines must be taken up in a Village Panchayat at a time, so as not to spread the resources too thin.

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### 6) MWS

- a) Under the Jeevandhara wells component of this scheme, open wells are dug free of cost up to NABARD – specified unit costs. (Blocks are classified as 'white', 'gray' or 'dark' depending upon ground water availability). The Collector should apportion the district's target under Jeevandhara wells among the Blocks where the scheme can be implemented, and in turn among the Village Panchayats of these Blocks.
- b) As in the case of other individual beneficiary – oriented schemes, the selection of Jeevandhara well beneficiaries should be done by the concerned Village Panchayat (together with a representative of the ABDO) – on the same lines as prescribed for IAY. (The ward members of the Panchayat Unions or District Panchayats or any other non officials should not be included in this committee). The existing procedure of selecting Jeevandhara well beneficiaries through official channels (RWOs/E.O(ADW)/revenue officials etc.) should be dispensed with.
- c) Depending upon the availability of ground water and of eligible beneficiaries, the number of well works taken up can vary widely from village to village. The ABDO should fix a reasonable deadline for the Village Panchayats to submit the names of eligible Jeevandhara beneficiaries for the targets given to them, and if some Village Panchayats are unable to find sufficient number of beneficiaries the ABDO can reallocate their share to other needy Village Panchayats.
- d) The Village Panchayat-wise list of Jeevandhara well beneficiaries should be communicated by the ABDO immediately to the PO, DRDA.
- e) The Jeevandhara well works should be executed by the beneficiaries themselves and if the beneficiaries are unwilling or unable to do so, by the Village Panchayat concerned. In other words, the work orders should be issued either individually in the name of each Jeevandhara well beneficiary or in the name of the Village Panchayat. On no account should the work order be issued in the name of any official (under the pretext of 'departmental execution') or in the name of any other third party. Collectors/P.Os of DRDAs are requested to deal severely with ABDOS who flout this instruction.
- f) In Blocks, where Jeevandhara well works cannot be taken up, the guidelines permit the taking up of water harvesting structures, percolation ponds, improvement of minor irrigation tanks, temple tanks, village ponds etc., These works should be decided by the Collector on the recommendation of the Agricultural Engineering department or otherwise. They should be executed only through the Agricultural Engineering Department, as Panchayat Unions lack the necessary technical expertise for executing such works.

### 7) EAS

- a) This scheme presently covers 281 blocks and is likely to be extended to the remaining 103 Blocks during 1997-908. The following are the works that can be taken up under this scheme.

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	Sectoral allocation	
	<i>Minimum</i>	<i>Maximum</i>
<b>Category I works</b> Minor Irrigation tanks, Percolation ponds, Village ponds, Ooraries, Temple tanks, Canal works, other water harvesting works, land protection and soil conservation works etc.	40%	60%
<b>Category II works</b> Link Roads (Only bus route roads and approach roads to habitations with populations of 500 or more should be taken up): culverts; retaining walls, etc.	20%	30%
<b>Category III works</b> Community assets such as Primary / Middle/ High / Higher Secondary school buildings, Noon meal centres, Kitchen sheds, PDS shops, Milk Producers Co-operative Society Buildings, Panchayat Office buildings, village marts and shandies, development of play fields in the schools etc.	20%	30%

- b) Category I works should be decided by the Collector on the recommendation of Line departments like Agricultural Engineering and PWD, or otherwise. They should be entrusted to these Line Departments for execution, and not to Panchayat Unions as the latter lack the necessary technical expertise for executing such works (Please also refer to D.R.D's circular in ref.No.64595/96/Scheme-3 Dt.18.3.1997). Panchayat Unions can choose the works coming under Category II and Category III subject to the guidelines and priorities. The works coming under these 2 categories should be entrusted to Panchayat Unions for execution.
- c) All the EAS works, whether entrusted to Line departments or Panchayat Unions, are to be executed departmentally. Village Panchayats do not get any share under EAS.

These instructions will take effect from 1.4.1997 onwards.

A Tamil translation of this circular will be sent separately. All Collectors and P.Os of DRDAs are requested to communicate a copy of this circular to the District Panchayat Chairman, all Panchayat Union Chairman and all Village Panchayat Presidents in the district so that the various Local bodies know precisely where they stand. It is advised that the copies of this circular meant for Village Panchayat Presidents should be prepared at DRDA and sent directly to the Village Panchayat Presidents instead of leaving this work to the ABDOS.

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