



ABSTRACT

Schemes - Centrally sponsored scheme – Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) – Guidelines for undertaking Land Development Activities and works on lands belonging to Scheduled Castes / Scheduled Tribes, Small and Marginal farmers under MGNREGS - Approved – Orders issued.

Rural Development and Panchayat Raj (CGS. I) Department

G.O. (Ms) No. 61

Dated : 23.07.2012

Read :

Commissioner of Rural Development and Panchayat Raj,
Chennai – 15, D.O. Letter No.65883/2011/NREGS 2-1,
dated .07.2012.

ORDER:

Hon'ble Minister for Municipal Administration and Rural Development announced on the floor of the Legislative Assembly on 09.04.2012 that Land Development Activities, Water harvesting structures and Plantation in the lands of Scheduled Castes, Scheduled Tribes, Small and Marginal farmers, persons in Below Poverty Line, beneficiaries under Indira Awaas Yojana and Land Reform Programme beneficiaries will be undertaken under Mahatma Gandhi National Rural Employment Guarantee Scheme.

2. In pursuance of the above announcement, in the D.O. letter read above, the Commissioner of Rural Development and Panchayat Raj has sent the draft guidelines for undertaking Land Development Activities and works on lands belonging to Scheduled Castes / Scheduled Tribes, Small and Marginal farmers under Mahatma Gandhi National Rural Employment Guarantee Scheme and requested the Government to approve the draft guidelines for undertaking Land Development Activities and works on lands belonging to Scheduled Castes / Scheduled Tribes, Small and Marginal Farmers under Mahatma Gandhi National Rural Employment Guarantee Scheme.

3. The Government after careful examination of the proposal of the Commissioner of Rural Development and Panchayat Raj have decided to accept it and approve the Guidelines for undertaking Land Development Activities and works on lands belonging to Scheduled Castes / Scheduled Tribes, Small and Marginal Farmers under Mahatma Gandhi National Rural Employment Guarantee Scheme annexed to this Government order.

(BY ORDER OF THE GOVERNOR)

N.S. PALANIAPPAN,
PRINCIPAL SECRETARY TO GOVERNMENT.

To
The Commissioner of Rural Development and Panchayat Raj,
Chennai – 15.
All Collectors, (Through the CRD & PR, Chennai – 15)
All Project Directors, District Rural Development Agencies.
(Through the CRD & PR, Chennai – 15)

Copy to:

The Secretary,
Ministry of Rural Development,
Department of Rural Development,
Government of India; Krishi Bhavan,
New Delhi – 110 114.
The Principal Secretary to Government,
Finance Department, Chennai – 9.
The Principal Secretary to Government,
Environment and Forest Department, Chennai – 9.
The Agriculture Production Commissioner / Secretary to Government,
Agriculture Department, Chennai – 9.
The Secretary to Government,
Animal Husbandry, Dairying and Fisheries Department, Chennai – 9.
The Special Personal Assistant to Hon'ble Minister (MA & RD),
Chennai – 9.

//Forwarded by order//

K. Saravanan
SECTION OFFICER.

[Signature]

Annexure**GUIDELINES ON LAND DEVELOPMENT ACTIVITIES AND WORKS ON LANDS BELONGING TO SC/ST, SMALL AND MARGINAL FARMERS UNDER MGNREGS****1. Introduction :**

The National Rural Employment Guarantee Act, 2005 envisages "provisions of irrigation facility, horticulture plantation and land development facilities to land owned by households belonging to the Schedule Castes and Schedule Tribes or below poverty line families or to beneficiaries of land reforms or to the beneficiaries under the Indra Awaas Yojana of Government of India or that of the small farmers or marginal farmers as defined in the Agriculture Debt Waiver and Debt Relief Scheme, 2008" (Paragraph 1(iv) of Schedule I).

Section 27(1) of NREGA Act also envisages taking up of land development activities on the lands of SCs and STs households, small and marginal farmers.

In order to give thrust to agriculture and to bring the fallow lands into cultivable land, it is imperative to extend the MGNREGA activities to individual land holdings. Likewise in order to improve the Green cover it is essential to take up afforestation activities in Government common lands and in the lands belonging to individual farmers. While taking up land development activities it is consciously decided to take up only 100% labour intensive works under MGNREGS. The Material Components will be dovetailed with the existing schemes of various departments.

2. Objectives :

By promoting land development activities under MGNREGS by converging Agriculture, Horticulture, Animal Husbandry and Forest Departments, **the following objectives** will be fulfilled :

- (i) Taking up land development, reclamation activities and afforestation activities at all government Agricultural farms, Horticultural farms, Animal Husbandry farms and forest areas;
- (ii) Converting fallow lands to cultivable lands wherever possible;
- (iii) Developing Horticultural Plantations, Land development, Irrigation and Water conservation facilities in the lands of SC/ST, Below Poverty Level families and SF/MF farmers;
- (iv) Creating and stabilizing water harvesting structures such as farm ponds, percolation ponds etc. in public and private lands;

- (v) Creating irrigation sources like dug well and farm ponds,
- (vi) Developing recharge structures and deepening the existing wells;
- (vii) Making farm labourers available to take up agricultural activities during seasonal agricultural operations; and
- (viii) Developing irrigation, conveyance, drainage facilities in the agriculture and horticultural fields.

3. Area of operation/scope of operation :

The above listed works can be taken up in the land holding of following categories as per the priority need :

Works on Government/ Public Land	Private Land
1. Government land/ Revenue Poramboke land/ Panchayat poramboke land	1. SC/ST farmers
2. State Seed Farms of Agriculture Department	2. Small Farmers/Marginal Farmers
3. State Horticulture Farms of Horticulture and Plantation Crops	3. Land belonging to Below poverty line families
4. State Farms of Animal Husbandry Department	4. Land belongs to Beneficiaries of IAY
5. Forest Lands	5. Farmers benefited by land reforms programme

4. Type of activities

Various type of activities that can be taken up under MGNREGS are listed in **Annexure - I**.

5. Non-negotiables under MGNREGS :

The following general and technical conditions are to be fulfilled while executing the work on individual lands under MGNREGS :

These conditions are enlisted in the Government of India guidelines for implementation of works on individual lands under MGNREGA. Hence, these are to be adhered to without fail.

5.1 GENERAL CONDITIONS :

- (1) Works on the land of Scheduled Castes and Scheduled Tribes households will be taken on priority. Once works on the lands of

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SC/STs are saturated in a Gram Panchayat, works on lands of small and marginal farmers may be considered.

It is to be ensured by the implementing authorities that the works are taken up in the lands belonging to SC / ST farmers on priority. In case of any violation due to local social pressures, then it will be treated as a violation of guidelines.

(ii) Following conditions as notified vide Notification dated 18th June 2008 by MoRD shall be fulfilled:

(a) The individual land owner shall be a Job Card holder and also work in the project;

(b) Projects shall be approved by the Gram Sabha and the Gram Sabha Panchayat shall be part of the annual shelf of projects;

(c) No contractors or machinery shall be used in the execution of work;

(d) No machinery shall be purchased.

With regard to Material and Labour ratio only 100% Labour oriented works shall be taken up. Material components shall be dovetailed with other schemes of Rural Development and other departments.

5.2 OTHER CONDITIONS :

- Only registered Job Card holders to be employed on work.
- Social Audits through Gram Sabhas will be an integral feature.
- The responsibility of maintenance of MGNREGA works on individual land will rest with the beneficiary household.
- The ceiling of MGNREGA works on individual land shall be Rs.1.5 lakh per Job Card holder. In some areas because of strata and ground water level, the cost of excavating dug well will be more than Rs.1.5 lakh. In such cases, the justification will be recorded while preparing labour budget with due endorsement by the Collector/DPC. However, beyond this ceiling, more work under convergence with other ongoing schemes will be planned for value addition.
- Generally, there should be one time investment on an individual land on the activities selected. The effort will be to meet out the demand of works on individual land by all eligible categories of MGNREGA

workers then only the initial set of beneficiaries under this category should be considered for second round of investment for the work on their land. This is to ensure fair distribution of benefits under this category as well as to maintain balance of work on individual land and works on common property resources.

5.3 TECHNICAL CONDITIONS :

- (a) For horticulture plantation, adherence to seasonality for planting, distribution of inputs and other inter culture operations. A monthwise pert chart shall also be arrived and it should be followed up without fail. This will ensure the availability of seeding, water etc.,
- (b) Digging of open well shall be taken up only after water availability and clearance from State Ground Water Department.
In case of Digging of open well the Report of Hydrologist should be a part of the estimate. The work shall be approved by the Collector only after getting the certificate from hydrologist.
- (c) The required survey, planning and designing will be carried out as required and prescribed in the technical manual prepared at the State level for such works.

6. Implementation :

- (i) Detailed action plan of works to be taken up in the Government Land/State Farms and Individual lands should be prepared village panchayat wise by the BDO(VP) and got approved by each of the Gram Sabha. (Detailed proforma for collecting the information on land details of both Government and private farmers shall be designed and issued by CRD & PR).
- (ii) Proposal along with Gram Sabha resolution and technical approval should be submitted to District Collector/DPC through Project Director, DRDA.
- (iii) The District Collector/DPC shall accord administrative sanction.
- (iv) The scheme will be implemented by the Village Panchayat.
- (v) Nominal Muster Roll (NMR) will be issued by the President of Village Panchayat.

- (vi) Attendance, Monitoring the site will be done by one of the workers of MGNREGS of the concerned Village Panchayat.
- (vii) Technical guidance, Pre-marking and Recording of Measurement will be done by the concerned technical officer of the department. (Designation of technical officer who will give the technical guidelines, Premarking and Measurement of work shall be done by CRD & PR in consultation with the concerned heads of the department).
- (viii) Pay Order will be issued by the Block Development Officer (Village Panchayat)
- (ix) Payment of Wages will be done by the Village Panchayat.

7. Dovetailing

- Inputs in the form of seeds, manure, etc. will be provided in the Scheme Component of the concerned Department. (All material involved items)
- Land preparing activities like sectioning, bunding, desiltation, etc. will be done under MGNREGS. (Only labour intensive items)
- Some of list of activities / schemes that can be dovetailed with Agriculture, Forest, Horticulture and Animal Husbandry departments is enclosed in Annexure – II.

8. Monitoring :

a) Role of Line Departments :

- (a) The identification of Small and Marginal Farmers shall be done by the root level functionaries of the concerned Department, i.e., Assistant Agricultural Officer (Agriculture Department), Horticulture officer (Horticulture Department), Farm manager (Animal Husbandry Department) Forest ranger (Forest Department).
- (b) The details about the land, like Survey No., extent, shall be obtained from the Village Administrative Officers and the village panchayatwise list of small/marginal farmers should be communicated by the concerned Assistant Director of Agriculture / Horticulture to the Block Development Officer (Village Panchayats).
- (c) The number of workers required per day for each agricultural activity like land reclamation and Water harvesting structure, etc. will be worked out by

the Agriculture / Animal Husbandry / Horticulture / Forest department considering the present wage of Rs.132/- per day per worker provided under MGNREGS. This should be done at the State level and to be communicated to all Districts.

- (d) The rates declared as per the Rural Schedule of rate should be followed for various type of activities.
- (e) The demand for the requirement of labourers for each of the individual farmers for different field activities, such as land reclamation, water harvesting structure and pitting / planting etc. to be furnished by the field level officer indicating the date(s) of requirement to the Village Panchayat President through the Block Development Officer (Village Panchayat).
- (f) Locating the site at the commencement of work and technical guidance to measure the completed work should also be done by the completion technical officers of the concerned departments.

Note : Only Jobcard holders alone eligible to work under MGNREGS. The expenditure on departmental Manpower (without jobcards) already available for certain identified works of the departments should not be booked under MGNREGS.

b) Role of Rural Development & Pt.Raj Department :

a) Rural Schedule of Rate

- Issue of Rural Schedule of Rate for each type of activity based on the field level time and motion study shall be done by RD & PR department in consultation with the concerned department.
- With regard to Rural Schedule of Rates detailed time motion study has been conducted and the rate has been arrived for most of the activities.

b) Allotting Workers

- On receipt of the manpower requirement for each activity, necessary arrangements should be made to allot the workers shall be responsibility of RD & PR Department.
- At the Block level, on getting the demand for the requirement of workers, the BDO (VP) should co-ordinate in allotting the workers to the agricultural field by Village Panchayat Presidents.

c) **Maintenance of Registers**

- Maintenance of Registers and disbursement of wages shall be done by RD&PR Department as it is being done now.

9. State Employment Guarantee Council

The State Employment Guarantee Council will review the performance of land activities undertaken in SC/ST farmers, Small & Marginal Farmers and give suggestions for the implementation of scheme from time to time.

The Principal Secretary to Government, Rural Development and Panchayat Raj Department is empowered to modify the guidelines of land development activities, work on individual lands of SC/ST farmers and Small and Marginal farmers under MGNREGS, whenever necessary, in consultation with the Commissioner of Rural Development and Panchayat Raj.

Annexure - I

Type of Land Development Activities And Related Works that can be taken up in Common Lands and Land belonging to individual farmers**1. Common Activities**

The following type of General activities can be taken up both in common / Government land and the land belongs to land owned by households belonging to the Schedule Castes and Schedule Tribes or below poverty line families or to beneficiaries of land reforms or to the beneficiaries under the Indira Awaas Yojana of Government of India or that of the small farmers or marginal farmers.

(i) Land Development Works viz.,

- Bush Clearance
- Cutting and Removal of fallen trees.
- Land leveling
- Soil Conservation work

(ii) Water Harvesting Structures : Creation, Stabilization, Strengthening, Augmentation and rejuvenation of viz.,

- Farm ponds
- Percolation ponds
- Check dams (with locally available material without involving material component)
- Gully Plugging
- Water Harvesting structures in dug wells.

(iii) Irrigation and Drainage Facilities like

- Field Channel clearance
- Earthwork for laying pipelines for Water conveyance
- Earthwork for laying Micro Irrigation facilities
- Providing water to the fresh planted fields.

(iv) Plantation works like,

- Pitting
- Pitting and Filling
- Transportation of seedlings by head load
- Distribution of seedlings
- Planting
- Watering,
- Weeding and soil working, etc.

2. Other type activities

In addition to the above works, the following additional works may also be taken up:

i) CONTOUR TRENCH

In the ridge area of a watershed a contour trench is a simple and inexpensive solution to slowing down surface runoff and reducing soil erosion. A contour trench is a trench dug along a contour line. A contour line is an imaginary line that joins together points of the same elevation. Since the trench is dug along a line that is at the same elevation, this increases the chance of holding the runoff water for a longer time within the trench. If trenches were not to follow a contour, such digging could actually increase the possibility of soil erosion because there would be a rise in the velocity of runoff following upon an increase in the slope of the land.

Unit cost of a contour trench of dimensions 0.5&0.5m in staggered design comes to Rs.11,300/- per hectare. In terms of running length, the cost comes to Rs.17/- per running metre. The labour cost is 100% of the total cost.

ii) CONTOUR BUND

Contour bunds are a simple and low-cost method of checking the velocity of runoff in the ridge area of any watershed. A contour bund is a bund constructed along a contour line. A contour line is an imaginary line which joins together points of the same elevation. Making a bund along a line that is at the same level increases the chances of containing runoff for a longer period of time within the bund. Like contour trenches, bunds also collect the rainwater that falls in the ridge area. This way the soil moisture profile in the area adjacent to the bund is improved. Along with the water, eroded fertile topsoil also gets deposited in the bund. It is, therefore, important to combine contour bunds with appropriate vegetative measures. Of these two methods of treatment of the ridge area, bunds are superior to trenches in one respect: a rupee spent on contour bunds would create greater storage than a rupee spent on contour trenches. In a contour bund, water not only stops in the excavated portion but also against the bund. The storage capacity of contour bunds is higher than that of contour trenches for every meter.

For a contour bund of height 0.6m, base width of 2.0m and a cross-sectional area of 0.66 sq.m., the unit cost comes to Rs.13,637/- per hectare. In terms of running length, the cost comes to Rs.68 per running metre. The labour cost is 100% of the total cost.

iii) BOULDER CHECK

Boulder checks are loose rock dams made on small drainage lines or seasonal streams which have very small catchment area of less than 50 ha. The main aim of constructing loose boulder checks is to reduce the velocity of water flowing through the drainage line. By reducing the velocity of runoff, boulder checks help in reducing soil erosion; trapping silt which slows the rate of siltation in water harvesting structures in the lower reaches of the watershed; creating a hydraulic head locally which enhances infiltration of surface-runoff into the ground water system; and increasing the duration of flow in the drainage line. Therefore, the capacity of the water harvesting structures created downstream on the drainage line is utilised more fully as they get many more refills.

The unit cost of a loose boulder check of 7m length, maximum height of 1m, upstream and downstream slopes 1:1 and 3:1 and top width of 0.5m comes to Rs.1600. The labour cost is 100% of the total cost.

iv) FARM BUNDING

Farm bunds are constructed on agricultural land with the aim of arresting soil erosion and improving the soil moisture profile. Ideally, bunds on farms should be made on the contour line. But this creates several problems for farmers. Contour bunds divide the field into irregular sections. In such a situation, it becomes inconvenient to maneuver bullocks for operations such as ploughing and linesowing. Due to these difficulties, what is normally practiced in the name of farm bunding is bunding along the field boundaries. By dividing the field into several units, bunds control the volume and velocity of runoff in each such unit. The water in the field and the soil it is carrying are stopped at each bund. Thus, by not allowing water a long stretch of free flow, bunds break the momentum of water. Bunding improves and stabilises the soil moisture profile.

For a standard farm bund of height 0.6m, base width 1.7m and cross section area of 0.57 sq.m., the unit cost comes to Rs.7729/- per hectare. In terms of running length, the cost comes to Rs.39/- per running metre. The labour cost is 100% of the total cost. This activity is only for those households eligible under MGNREGA for work on private land.

v) EARTHEN DAM

The most important structures of any watershed programme are the earthen dams built on the main stream of the watershed. Most parts of India typically receive rainfall between June and September, very intensely within a few hours and a few days. The number of rainy days does not average more than 40-50. Moreover, rains are extremely erratic, often characterised by later onset and early withdrawal. Prolonged dry spells during the rainy season, resulting in agricultural droughts, are also frequent. Hence, the kharif crop needs to be drought-proofed through 'protective' irrigation, applied to overcome accumulated soil moisture deficits within the rainy season. Earthen dams are especially important in areas which are poor in groundwater resources and which do not have access to canal irrigation. Such areas form about half of India's agricultural area. Earthen dams can also be constructed as percolation structures, to enhance the rate of groundwater recharge. Such percolation structures are usually made on the upper part of the catchment area. Water stored here percolates to wells and tubewells located in the lower part of the catchment. Such percolation dams can also be made in the immediate upstream portion of wells and tubewells.

The cost of an earthen dam of 65 m length, maximum height of 4.65 m, upstream and downstream slopes of 2:1 and 2.5:1 and a top width of 2m works out to Rs. 2.63/- lakhs. In general the unit cost works out to Rs. 20-30 per cum. of water stored. The labour:material ratio is 95:5.

This is an activity that can be undertaken both on public land and private land. In the latter case, this activity is only for those households eligible under MGNREGA for work on private land.

vi) DUGOUT FARM PONDS

Dugout farm ponds (DOP) are made on private land to harvest runoff from very small local catchments. The main reason for making a DOP is to collect rainwater, which would otherwise have flowed out of the field. There are several days in succession in the monsoon when there is no rainfall. Such prolonged dry spells may actually ruin the kharif crop. The DOP protects against such crop failure. Unlike the earthen dams, DOP is relatively free of topographical constraints. On flatter land in the village, streams are not very deep, nor do they have high embankments. Thus it becomes difficult to build water harvesting

structures like earthen dams. In such flat lands, DOPs are the most effective water harvesting solution. The main objective of such structures is to provide protective irrigation to the kharif crop. In addition, in West Bengal, Assam, Chhattisgarh, Bihar, Jharkhand and Orissa, DOPs have been traditionally used to irrigate the rabi crop and also for fish farming.

The cost of a DOP of 25m*20m*2m dimensions (1000 cubic metre storage capacity) works out to Rs. 98470/-. In general the unit cost works out to Rs. 50-60 per cum. of water stored. The labour cost is 100% of the total cost.

This activity is only for those households eligible under MGNREGA for work on private land.

Annexure – II**List of schemes that can be dovetailed from other departments****1. Agriculture Department**

The following Agriculture Department schemes can be dovetailed with MGNREGS :

1. National Food Security Mission - Rice (NFSM - RICE)
2. National Food Security Mission – Pulses (NFSM - PULSES)
3. National Agricultural Development Programme (NADP - RKVY)
4. National Watershed Development Project for Rainfed Areas (NWDPA)
5. Integrated Wasteland Development Programme (IWDP)
6. IAMWARM Project
7. Drought Prone Area Programme (DPAP)
8. Integrated Tribal Area Development Programme
9. Western Ghats Development Programme
10. Hill Area Development Programme
11. Revised Macro Management on Agriculture (ICP-Rice)

2. Forest Department

The following Forest Department schemes can be dovetailed with MGNREGS :

1. Nature conservation (Preservation of Wildlife)
2. Integrated Forest Protection (IFMS)
3. Bamboo Estate under Eco-development
4. Conservation and Management of Mangroves
5. Community Waste land Development Programme
6. Tamilnadu Afforestation Project (Phase II)
7. Comprehensive Wasteland Development Programme – Participation of Approach – Tree cultivation in Private land
8. Sandalwood plantation
9. Teakwood plantation
10. Raising plantations in Tribal Areas
11. Raising Mangrove Plantation under Emergency Tsunami Reconstruction Project with Assistance from World Bank

12. Afforestation for Eco-Development, Eco-Restoration, Eco-Preservation conservation of nature reserves and monitoring of forests schemes in Tirunelveli, Madurai, Coimbatore, Kanniyakumari Districts. (WGDP).
13. Conservation and Management of Mangroves
14. Plantation by Forest Department.

3. Horticulture Department

The following Horticulture Department schemes can be dovetailed with MGNREGS :

1. Integrated Tribal Area Development Programme
2. Integrated Horticulture Development Programme
3. Hill Area Development Programme
4. Western Ghats Development Programme
5. National Agricultural Development Programme (NADP)
6. National Horticulture Mission (NHM)
7. National Mission on Micro Irrigation
8. National Bamboo Mission
9. National Mission on Medicinal Plants
10. State Horticultural Farms
11. Parks and Gardens
12. Integrated Agricultural Modernisation & Water bodies Restoration And Management Programme Project (IAMWARM Project)
13. National Watershed Development Project for Rainfed Areas
14. Integrated Wasteland Development Programme
15. Drought Prone Areas Programme

4. Animal Husbandry Department

The following Animal Husbandry Department schemes can be dovetailed with MGNREGS :

1. National Agriculture Development Programme (NADP) – Fodder Development
2. State Fodder Development Scheme

3. Accelerated Fodder Development Programme
4. Centrally sponsored feed and fodder development scheme
5. IAMWARM Project
6. Hill Area Development
7. Western Ghats Development

N.S. PALANIAPPAN,
PRINCIPAL SECRETARY TO GOVERNMENT.

K. Sasayanan
SECTION OFFICER.

SP