



**Abstract**

Schemes - New State Scheme - Tamil Nadu Village Habitations Improvement (THAI) Scheme - Implementation of Scheme during 2011-2012 - Sanction of funds of Rs.680,00,00,000/- - Prescribing Guidelines for implementation of Scheme - Approved - Orders - Issued.

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Rural Development and Panchayat Raj (SGS1) Department

G.O.(Ms.) No.100

Dated : 02.12.2011  
Read :

1. From the Commissioner of Rural Development and Panchayat Raj Letter No.53469/2011/THAI, Dated 23.07.2011.
2. Government Letter No.20786/SGS1/2011-1, Dated 02.09.2011.
3. G.O.(Ms.) No.97, Rural Development and Panchayat Raj (PR-I) Department, Dated 01.12.2011.
4. G.O.(Ms.) No.99, Rural Development and Panchayat Raj (PR-I) Department, Dated 02.12.2011.

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**ORDER :**

The Hon'ble Minister for Finance while presenting revised budget for 2011-2012, has announced, among others; that a comprehensive rural infrastructure development programme, the Tamil Nadu Village Habitations Improvement (THAI) Scheme will be launched by this Government from 2011-2012 to improve the basic amenities through convergence of various

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programmes. This programme will follow the habitation approach for improving basic amenities and infrastructure. Under Tamil Nadu Village Habitations Improvement (THAI) Scheme, Rs.680 crores will be allocated every year to cover all rural habitations in a phased manner over a period of five years. This scheme will fill the resource gap in the provision of basic amenities. The Hon'ble Minister for Municipal Administration and Rural Development has also announced on the floor of the Assembly that the Tamil Nadu Village Habitations Improvement (THAI) Scheme will be launched during the year 2011-2012.

2. In the letter first read above, the Commissioner of Rural Development and Panchayat Raj has sent a proposal along with draft guidelines for implementation of Tamil Nadu Village Habitations Improvement (THAI) Scheme during 2011-2012. The Commissioner of Rural Development and Panchayat Raj has requested the Government to sanction a sum of Rs.680 crores and also to issue necessary orders for implementation of Scheme besides approving the draft guidelines.

3. The Government have examined the proposal of the Commissioner of Rural Development and Panchayat Raj in detail and decided to accept the same. Accordingly, the Government issue the following orders:-

- (i) The fully State-funded Scheme aims at providing basic infrastructure facilities to all the habitations shall be called as "Tamil Nadu Village Habitations Improvement (THAI) Scheme"
- (ii) Sanction is accorded for a sum of Rs.680,00,00,000/- (Rupees Six Hundred and Eighty Crores only) towards implementation of Tamil Nadu Village Habitations Improvement (THAI) Scheme.
- (iii) Detailed guidelines for implementation of various components under "Tamil Nadu Village Habitations Improvement (THAI) Scheme" are approved and annexed to this order.

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4. The Expenditure sanctioned in para 3 (ii) shall be debited under the following Head of Account:-

(a) A sum of Rs.496.69 crores shall be debited under the following Head of Account:

4515-00-Capital outlay on other rural development programmes – Schemes in the Eleventh Five year Plan – II - State Plan – 800 – Other expenditure – JX – Tamil Nadu Village Habitations Improvement (THAI) Scheme.

16 – Major works (DPC 4515-00-800-JX 1606)

(b) 50% of the sum earmarked from Infrastructure Gap Filling Fund (IGFF) shall be utilized for Tamil Nadu Village Habitations Improvement (THAI) Scheme i.e. Rs.83,31,00,000/- (Rupees eighty three crores and thirty one lakhs only)

(c) A sum of Rs.100,00,00,000/- (Rupees one hundred crores only) shall be met out from Pooled Assigned Revenue – Fund for Priority Schemes in Rural Areas by the Commissioner of Rural Development and Panchayat Raj.

5. The Commissioner of Rural Development and Panchayat Raj is authorized to draw and disburse the amount sanctioned in para 3 above.

6. This order issues with the concurrence of Finance Department vide its U.O.No.57561/Fin(RD)/2011, dated 18.11.2011.

(By Order of the Governor)

N.S. PALANIAPPAN,  
Principal Secretary to Government

To  
The Commissioner of Rural Development and Panchayat Raj, Chennai-15.  
All District Collectors (except Chennai)  
All Project Directors, District Rural Development Agencies.  
(through Commissioner of Rural Development and Panchayat Raj, Chennai-15)  
The Principal Accountant General, Chennai-6/18/35.  
The Pay and Accounts Officer (South), Chennai – 35.

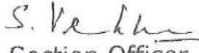
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The Pay and Accounts Officer (East), Chennai-5.  
The Pay and Accounts Officer (North), Chennai-1.  
The Pay and Accounts Officer (Secretariat), Chennai-9.  
The Pay and Accounts Officer, Madurai.  
All District Treasury Officers.  
Rural Development and Panchayat Raj (PRI) Department, Chennai-9.  
(for necessary follow up action to allot fund from SFC grant)

Copy to :

The Additional Chief Secretary/Secretary-I to the Hon'ble Chief Minister,  
Chennai - 9.  
The Senior Personal Assistant to Hon'ble Minister for Finance, Chennai-9.  
The Senior Personal Assistant to Hon'ble Minister for Municipal  
Administration and Rural Development, Chennai-9.  
The Private Secretary to Chief Secretary to Government, Chennai-9.  
The Finance (BGI/BGII/RD/FCIV) Department, Chennai-9.

//Forwarded by Order //

  
Section Officer  
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**G.O.(Ms.) No.100, RD& PR (SGS1) Department, Dated 02.12.2011**

**ANNEXURE**

**GUIDELINES FOR TAMIL NADU VILLAGE HABITATIONS  
IMPROVEMENT (THAI) SCHEME**

**1. Introduction :**

The Government continuously endeavours to improve the Physical Quality of Life Index (PQLI) in rural areas by providing Safe drinking water, Sanitation, round the clock health facilities, quality education, all weather roads etc., as well as aims at creation of urban standards in the villages.

In all the erstwhile or existing Rural Development Schemes, Village Panchayat is considered as the 'Basic Unit' both for fund allotment and implementation purpose. But in people's perception "habitation" is considered as their Socio-economic identity and continuously represents to fulfill their developmental requirements in the habitation where they dwell.

In Tamil Nadu, the Number of Habitations in the Village Panchayats varies from District to District. There are 79,394 numbers of habitations in 12,524 Villages. On an average a single Village Panchayat has 7 habitations. In Nilgiris, the average habitations per Village Panchayats 37 and in Villupuram the average No.of habitations per Village Panchayat is 3. Allocating equal amount of fund to the Village Panchayats with varied number of habitations will lead to disparity in development and skewed distribution of assets. Hence, to have a balanced distribution of funds and assets creating the basic infra-structure, it is imperative to have "Habitation" as the basic unit for implementation of this scheme so as to remove the lacunae noted above.

To overcome these disparities in the developmental process and to ensure minimum basic infrastructure facilities to all habitations leading to the improvement of the Physical Quality Life Index of each and every village habitations of the Village Panchayats, the Government has proposed to introduce its Flagship programme called "Tamil Nadu Village Habitations Improvement" (THAI) Scheme.

## 2. Classification of Village Panchayats on the basis of Population (2001 - Census) :

There are 12,524 Village Panchayats in the State spread across the 31 districts. As can be seen from Table 1, the population of Village Panchayats in Tamil Nadu is widely varying with some Village Panchayats having population even below 500 while some others have population exceeding 10,000.

**Table - 1**

Sl.No.	Population	No.of Village Panchayats
1	Below 500	66
2	501 - 1,000	1,175
3	1,001 - 3,000	7,228
4	3,001 - 5,000	2,554
5	5001 - 10,000	1,354
6	Above 10,000	147
	<b>Total</b>	<b>12,524</b>

## 3. Classification of Village Panchayats on the basis of Number of habitations:

Considering the Number of habitations the Village Panchayats are classified as below:

**Table - 2**

Sl.No.	Habitation range	No.of Village Panchayats
1	Below 5	6,241
2	5 - 15	5,434
3	16 - 25	637
4	Above 25	212
	<b>Total</b>	<b>12,524</b>

#### 4. Fund allocation :

There is a positive correlation between the population of a Village Panchayat and the no. of habitations within it. The following table also exhibits the same facts.

**Table - 3**  
**Fund requirement for THAI Scheme**

SI.No	Habitation Range	No. of Village Panchayats	Total Population	Average Population per Panchayat	Allocation per Panchayat (Rs. In lakhs)			Total Requirement (Rs.In crores)
					Minimum basic grant	Additional Funds	Total Funds	
1	Below 5	6241	12534047	2008	20	0	20	1248.20
2	5-15	5434	17392688	3201	20	10	30	1630.20
3	16-25	637	3553429	5578	20	20	40	254.80
4	Above 25	212	1864689	8796	20	30	50	106.00
	Total	12524	35344853	19583				3239.20
<b>Fund for survey, IEC, Preparatory activities and awards</b>								160.80
<b>Grand Total</b>								<b>3,400.00</b>

The requirement of a panchayat will be more if it has more number of habitations. Taking this concept into consideration, the panchayats have been grouped into 4 categories based on the number of habitations for the purpose of allocation of funds. Thus, village panchayats with more number of habitations and having a larger population shall receive more funds. The above table clearly depicts the funds requirement for the 12,524 panchayats which is Rs.3,400 crores. This scheme is scheduled to be implemented for the next 5 years and every village panchayat would be

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taken up for implementation proportionately every year and funds to the tune of Rs.680 crores would be allocated to them annually. Therefore in the next 5 years, all the habitations in the Village Panchayats would be covered at a total cost of Rs.3,400 crores under the THAI scheme.

With regard to fund allocation to each District and allocation of fund to Village Panchayats / Habitations within the Districts, detailed guidelines will be issued separately by the Commissioner of Rural Development and Panchayat Raj.

#### **5. Detailed Survey on the availability and requirement of Basic needs :**

In order to ascertain the present status on the availability of basic needs and to assess the habitation wise requirement of basic infrastructure facilities a detailed survey has to be conducted. The Commissioner of Rural Development and Panchayat Raj is authorised to design the format, communicate the same to the Districts, collect and consolidate the reports from the Districts. The survey format should be designed in such a way that it should capture the availability or non availability of all minimum required facilities like Water Supply, Street Lights, Roads, Burial ground, Pathway to Burial grounds, School Infrastructure, Public Distribution Shops, Anganwadi Centres, etc.

#### **Survey Team :**

Survey should be conducted in all the habitations of the Village Panchayats.

For each habitation, a four member Committee consisting of the following members will be given responsibility to survey and assess the requirement of basic infrastructure:

#### **Official Members**

1. Deputy Block Development Officer
2. Union Overseer
3. Panchayat Secretary

#### **Elected Representative**

Panchayat President



This Committee should visit all the habitations lying within the Village Panchayat and collect details about the existing basic facilities and the required basic facilities.

Based on the outcome of the Survey, the Infrastructures essentially required for each habitation will be assessed and priority needs of all habitations in the Panchayat will be finalised.

#### **6. Type of works to be taken up :**

The works to be taken up under Tamil Nadu Village Habitations Improvement Scheme can be broadly grouped into three categories.

##### A. Minimum Basic requirements:

There are Five Components of works under this category.

1. Water Supply
2. Street Lights
3. Roads    i) Internal roads – CC pavement  
              ii) Link roads – Connecting habitations
4. Burial grounds
5. Pathway to Burial grounds.

After fulfilling the above 5 basic needs in each habitation of the Village Panchayat, the following additional requirements may be taken up based on the need.

##### B. Additional requirements :

1. Anganwadi Centre
2. Public Distribution Shop (PDS)
3. Self Help Group Building
4. Threshing Floor
5. Play ground

##### C. Other works :

Any other required works other than the listed works mentioned above may be taken up as additional items.

## **6.1 Works under Minimum Basic requirements**

### **i. Water Supply**

Wherever required, the drinking water supply works like provision of mini power pump, extension of pipeline, augmentation of existing source (in case of Individual Power Pump Schemes (IPP)) shall be taken up.

### **ii. Street Lights**

- New Street Lights may be provided based on the need.
- Installation of street lights in new habitations, extension areas, Adi-dravidar and Tribal habitations, IAY housing colonies and pathways to burial grounds may be taken up on priority basis.
- Additional street lights in areas where the existing coverage is inadequate may also be taken up.
- In case of far flung or isolated habitations solar street lights may be installed.
- Wherever required, street light fitting may also be provided in the poles already installed by Tamil Nadu Electricity Board. These works may be taken up as Deposit Work through Tamil Nadu Electricity Board.
- Conversion of street lights into Solar Powered Lights under Member of Legislative Assembly Constituency Development Scheme (MLACDS) may also be dovetailed to fulfill the requirement of streetlights.

### **iii. Roads**

Both internal streets and link roads can be taken up in this category.

#### **a) CC Roads**

In case of internal streets, CC pavement may be taken up and the following instructions may be adhered to.

- 1) Streets having residential units on both sides of the pavement should be given priority.
- 2) Streets or lanes in low lying areas prone for water logging during the rainy seasons must be given top priority.
- 3) If a part of a street has been covered with cement concrete pavement and a part is still uncovered then such uncovered streets should be taken on priority.
- 4) If there are any EB / Telephone poles in the middle of the street, they should be shifted to the edges before laying the cement concrete pavement.
- 5) Piecemeal works should be avoided.

#### **b) Design Criteria to be followed for laying the cement concrete pavement:**

- 1) The riding surface of the cement concrete pavement should be laid by taking into account the floor levels of the houses in order to ensure that the surface run off does not enter into the residential units.

- 2) Both sides of cement concrete pavement should be filled up with unscreened gravel as this avoids stagnation of water on both sides and prevent breaking of edges apart from preventing skidding of two wheelers and pedestrians. Gentle camber may be provided so that the water may drain easily.
- 3) Cross drainage provision must be given to avoid the water logging and stagnation on the sides of the pavement.
- 4) Dummy duct with a pipe provision may be provided wherever necessary.
- 5) Expansion joints should be provided at an interval of about five meters (5m) with bituminous pad.

**iii) Link Roads :**

1. Priority must be given to Link roads that are
  - i) Bus plying roads
  - ii) Upgradation of WBM roads to BT
  - iii) Roads that connect two or more habitations of the same Village Panchayats.
  - iv) Upgradation of Earthen / Gravel and WBM roads to BT standard may be taken up.
2. Since ample scope is available under MGNREGS, no new formation of roads should be taken up under this scheme. However, an earthen road formed under MGNREGS can be improved to BT standard under the scheme.

3. Based on the fund availability link roads that connect or run through two or more Village Panchayats may be taken up. But it should be ensured that there is no overlapping of road works.

**iv. Burial grounds:**

Every burial ground / cremation ground taken up under this scheme should be provided with:

- a) **Approach road :** A 3 metre width cement concrete pavement of the required length upto the entrance gate, in the case of burial ground or upto the cremation platform shall be laid under this Scheme based on necessity.
- b) **Compound wall:** A brick compound wall without a gate covering the entire perimeter may be taken up under this scheme. If the perimeter is very large, atleast the side having the main entrance should be compulsorily taken up and the other corners earmarked with Pre-cast Cement Concrete Pillars with strong foundation. Further, pillars may be put up at suitable intervals on the other sides of the burial ground in order to make the boundary wall earmarked. On no account, barbed wire / chain link fencing should be provided.
- c) **Cremation shed:** It should be constructed by adopting the following indicative size and dimensions.

It should be 12 feet long x 6 feet wide and the platform should be raised to a height of 2 feet.

It should only have a RCC roof supported by four pillars and have chimney facilities on the roof. GI sheet / Asbestos cement sheet are strictly banned.

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Flooring of the platform may be of sand / earth / fire resistant bricks.

The Platform should have a 4 feet wide cement concrete pathway.

This can be modified into a waiting shed in case of villages where cremation is not in practice.

**d) Water facility:** A hand pump shall be provided in the burial ground / cremation ground. Provision of water supply through extension of pipeline and installation of a tap at the burial ground should be avoided.

**e) Lights:** Lights may be provided based on necessity. If the location of burial ground is distantly located as in an isolated area then the solar lights may be installed in burial / cremation grounds.

If any of the above listed facilities are already available in the burial ground then that particular component(s) need not be taken up.

#### **v. Pathway to Burial ground**

This is the most essential component of the scheme:

- i) Wherever the approach road or pathway is not available, Land should be acquired by utilising the AD welfare fund or BC welfare fund. Collectors should give topmost priority to this item of work. Once the Land is acquired then the road upto BT standard should be laid utilising the THAI scheme funds.
- ii) Wherever the pathway is already available, then the improvement of the existing road may be taken up, based on the need.
  - a) Earthen / Gravel / WBM road may be upgraded to BT standards,
  - b) If the existing BT road is in damaged condition, renewal work may be done to maintain the standards.

Since Water supply, Street Lights, Roads, Burial ground and pathway to Burial ground are the most essential components in any habitation it should be ensured that on completion of THAI Scheme all these facilities are provided in all the habitations. Responsibility for provision of all the facilities as envisaged in the scheme is that of the Executive Engineer (RD) and Project Director, District Rural Development Agency (DRDA). For any lapses in this regard, they will be held responsible.

## **6.2 Additional requirements:**

### **(i) Anganwadi Centre**

Anganwadi centres functioning in private buildings on rental basis, may be provided with a new building.

### **(ii) Public Distribution Shop**

Full time PD Shops which are not functioning in its own building, may be provided with a new building.

### **(iii) SHG building**

During 2001-2006, SHG buildings were constructed in all Village Panchayats at the rate of one per Village Panchayat. Hence, SHG buildings may not be required in all the habitations. Nevertheless, if the number of functional SHGs are more than 20, then an additional SHG building may be taken up, based on the need, wherever suitable land is available.

### **(iv) Threshing floor**

During 2001-2006, threshing floor was taken up in all the Village Panchayats at the rate of one per Village Panchayat. Hence, threshing floor may not be required in all habitations. Only in habitations where it is left over, it may be taken up based on need.

**(v) Play ground**

Play grounds were established in all the Village Panchayats. This may not be a immediate essentiality in all the habitations. But wherever there is a functional youth club within the habitation, without a play ground, new play ground may be taken up. Leveling and consolidation of play ground can be taken up.

Purchase of sports materials may also be dovetailed with Self Sufficiency Scheme (SSS) and Panchayat Yuva Krida Aur Khel Abhiyan (PYKKA) Scheme of Sports Development Authority of Tamil Nadu.

Wherever required a small building to store the Sports goods may be constructed.

**7. Information Boards:**

Details of the works taken up along with the estimated cost has to be **exhibited in all the habitations** for information of the public through Information Boards.

**8. Negative List / Prohibited Works:**

The following works cannot be taken up under the THAI Scheme:

- 1) Construction of office and residential buildings belonging to Central and State Governments, including Public Sector Undertakings, Co-operatives and Societies except Public Distribution Shops which can be taken up under the untied component of THAI.
- 2) All renovation, maintenance and repair works.
- 3) Purchase of all movable items, equipments and furniture.
- 4) Any work in Government aided and Self financing Schools and Colleges.
- 5) Assets for individuals / family benefits.
- 6) All works involving commercial establishments / units.
- 7) Grant and loans, contribution to any Central and State / UT Relief Funds.
- 8) Acquisition of land or any compensation for land acquired.
- 9) Reimbursement of any type of completed or partly completed works.



- 10) All revenue and recurring expenditure.
- 11) Works within the places of religious worship and on land belonging to or owned by religious faiths / groups.
- 12) Gravel / WBM roads (roads up to BT standard only should be taken up).
- 13) Installation of Sodium Vapour/ High Mast Lights.

**9. Selection of works, Scrutiny and Administrative sanction:**

After the completion of survey of all habitations in the District, the Committee consisting of the following members will finalise the works to be taken up in each of the habitations of the Village Panchayat.

- (a) Village Panchayat President concerned.
- (b) Block Development Officer (Village Panchayats)
- (c) Assistant Engineer (RD) / Block Engineer of the concerned Block.

The selected works should be got approved by a Special Grama Sabha to be convened for this purpose. The proposals for administrative sanction should be prepared Panchayat-wise and sent to the Project Director, DRDA duly signed by the concerned Village Panchayat President, BDO (Village Panchayats) and Assistant Engineer (RD) / Block Engineer.

The proposal has to be scrutinized in detail by the Project Director, DRDA and the Executive Engineer (RD). While scrutinizing the proposals, it should be ensured that all the requirements of all the habitations within the Panchayat as per the survey find a place in the proposal without any omission. If there is gap even after taking works to the full allocation of the Village Panchayat, then the Project Director should prepare a detailed plan to dovetail funds from other Rural Development Schemes so as to fulfill all the basic requirements in all habitations of that Village Panchayat as envisaged in the scheme guidelines.

After taking up of all the basic requirements and the additional requirements, if there is any balance amount available out of the allocated funds in a Village Panchayat, the same should be utilised to fill the basic infrastructure gap of needy Panchayats in the District.

The scrutinized proposals along with the excess funds available in the Panchayat/further funds required to bridge the basic infrastructure gap should be submitted to the District Collector.

The Committee comprising of the District Collector, Project Director, DRDA and Executive Engineer (RD) should go through the proposals and effect necessary re-allocation of surplus funds to needy Village Panchayats to fulfill the basic infrastructure needs of the Panchayats. The proposals submitted by the BDOs should be revised accordingly. After ensuring that all the excess funds available in all the panchayats are re-allocated and works are taken up for the re-allocated amount, the District Collector shall accord administrative sanction to the works panchayat-wise.

After the above exercise is completed, if excess of funds are all still available in the District after fulfilling all the basic infrastructure needs of all the habitations of all the Panchayats in a District, the same may be remitted back to the Directorate of Rural Development and Panchayat Raj.

#### **10. Dovetailing of funds:**

Apart from the schemes under the Rural Development and Panchayat Raj Department, many schemes are implemented by other Departments at the District level such as Drought Prone Area Programme and Wasteland Development Programme and other programmes of Agriculture Department, Schemes through Horticulture Department, Veterinary and Animal Husbandry, Dairy Department, Sericulture, Highways and Rural Roads, Public Works Department, health camps by Health and Family Welfare Department, Labour and Employment Department, Social Welfare Department, Education Department etc. The District Collector shall dovetail such schemes so as to ensure all round development of the habitation as envisaged in the THAI Scheme.

#### **11. Flow of funds:**

The District Collectors shall maintain a separate savings bank account and the BDO (Village Panchayats) shall maintain a separate savings bank account for the THAI Scheme. There is no need to open accounts for THAI scheme at the Village Panchayat level and it is enough if

the District Collector and the Block Development Officer (Village Panchayats) maintain separate Bank accounts for THAI scheme at the District level and Block level respectively. In order to prevent mixing up of funds meant for one Village Panchayat with that of another, the Block Development Officer (Village Panchayats) shall maintain a ledger with separate page(s) for each Village Panchayat to indicate the receipts and expenditure.

**12. Mode of execution:**

BDO (Village Panchayats) is the tender inviting authority for all the works. For inviting & accepting tenders, the procedure prescribed in G.O(Ms).No.203, R.D & P.R.(PRI) Department, dt.20.12.2007 should be followed.

**13. Documentation:**

The District Collector should document various processes of the Scheme implementation starting from selection of works to completion of works. Documenting the works before and after implementation and documenting deliberation, photographs, video etc., will be prepared for comparison and impact studies of the scheme at a later date. Success stories of community based infrastructure will be prepared. Out of the fund allocation for the scheme, approximately 5% is allocated for survey, preparatory activities, awards, documentation and other Information, Education and Communication (IEC) activities.

**14. "THAI – awards"**

THAI Awards will be given to the first three best performing districts which includes a Shield and a Citation. The District Collectors and the Project Directors, DRDA will receive this award from the Hon'ble. Chief Minister at the State level. At the District level, one best performing Block and one Village Panchayat per Block will be recognized with a Shield and a Citation. These awards will be given at the District level.

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**15.** The Principal Secretary to Government, Rural Development and Panchayat Raj Department is empowered to modify the guidelines of Tamil Nadu Village Habitations Improvement (THAI) Scheme, whenever necessary, in consultation with the Commissioner of Rural Development and Panchayat Raj.

N.S. PALANIAPPAN,  
Principal Secretary to Government

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*S. Venkatesh*  
Section Officer  
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