



## **ABSTRACT**

Mahatma Gandhi National Rural Employment Guarantee Scheme – Revision of Schedule I and II of Mahatma Gandhi National Rural Employment Guarantee Act 2005 – Undertaking various Infra-structure facilities works under Mahatma Gandhi National Rural Employment Guarantee Scheme – Guidelines approved – Orders - Issued

Rural Development and Panchayat Raj (CGS.1) Department.

**G.O.(Ms) No. 34**

**Dated: 04.03.2014.**

**Read :**

1. Government of India Notification No.19, dated 3.1.2014.
2. Director of Rural Development and Panchayat Raj, Chennai Letter Rc.No.10535/ 2014/MGNREGS-2-1, dated 14.2.2014.

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### **ORDER:**

The Director of Rural Development and Panchayat Raj, in the letter second read above, has stated that the Mahatma Gandhi National Rural Employment Guarantee Act 2005 was enacted to provide for the enhancement of livelihood security of the households in Rural Areas by providing atleast 100 days of guaranteed employment in every financial year to every household whose adult members volunteer to do unskilled manual work.

2. The Director of Rural Development and Panchayat Raj has also stated that the Government of India have revised the Schedule-I and II of Mahatma Gandhi National Rural Employment Guarantee Act 2005 and included various new works to be taken up under Mahatma Gandhi National Rural Employment Guarantee Scheme and notified in the Notification first read above. As per para 4 (1) of the Revised Schedule I of Mahatma Gandhi National Rural Employment Guarantee Act 2005 various new common infra-structure facilities, such as Construction of buildings for Gram Panchayats, Women Self Help Groups Federations, Cyclone Shelters, Anganwadi Centres, Village Haats and Crematoria, Construction of play fields, Creating infra-structure for promotion of fisheries such as, Fish Drying Yards, Storage Facilities and promotion of fisheries in seasonal water bodies on public land have been included in the list of work that can be taken up under Mahatma Gandhi National Rural Employment Guarantee Scheme. Likewise, individual assets for vulnerable groups such as, Construction of Individual Household Latrines (IHHL), Creating infra-structure for promotion of livestock such as, Poultry Shelter, Goat Shelter, Piggery Shelter, Cattle Shelter and Fodder Troughs for cattle, etc., have also been included.

3. The Director of Rural Development and Panchayat Raj has further stated that since inception of the scheme, only 100% manual labour work was undertaken till 2012-13. The Government of Tamil Nadu have decided to undertake material related works from 2013-14. Accordingly, Village Panchayat Service Centres and Block Panchayat Service Centres have been undertaken as material related work.

4. The Director of Rural Development and Panchayat Raj has added that it has been proposed to undertake common infra-structure facilities, such as Construction of buildings for Village Panchayats, Construction of buildings for Women Self Help Groups, Anganwadi Centres, Construction of Food Grain Storage Structures, Creation of Durable infra-structure required for Bio-fertilizers and Post-harvest / facilities including pucca storage facilities for agriculture produce, Common Worksheds for livelihood activities of Self Help Groups, Construction of Play fields, Construction of Cyclone Shelters, Construction of Village Haats, Construction of Crematoria, School Toilets, Anganwadi Toilets and individual assets for vulnerable groups such as Poultry Shelter, Goat Shelter, Cattle Shelter, Fodder Troughs for cattle, under Mahatma Gandhi National Rural Employment Guarantee Scheme.

5. The Director of Rural Development and Panchayat Raj has sent the proposal along with detailed draft guidelines for undertaking various infra-structure facilities works under Mahatma Gandhi National Rural Employment Guarantee Scheme based on the revision of Schedule-I of Mahatma Gandhi National Rural Employment Guarantee Act for approval of the Government.

6. The Government, after careful examination of the proposal of the Director of Rural Development and Panchayat Raj, have decided to accept it and approve the draft guidelines for undertaking various infra-structure facilities works under Mahatma Gandhi National Rural Employment Guarantee Scheme as annexed to this Order subject to the condition that the guidelines in the annexure will be applicable only for 2014-15.

(BY ORDER OF THE GOVERNOR)

N.S.PALANIAPPAN,  
PRINCIPAL SECRETARY TO GOVERNMENT.

To

The Director of Rural Development and Panchayat Raj, Chennai – 15.  
All District Collectors (except Chennai) (thro' DRD & PR, Chennai -15)  
All Project Directors, District Rural Development Agencies, (except Chennai)  
(thro' DRD & PR, Chennai -15)

Copy to:

The Secretary,  
Ministry of Rural Development,  
Government of India,  
Krishi Bhavan, New Delhi – 110 114.  
The Senior Personal Assistant to Hon'ble Minister (MA, RD, Law,  
Courts and Prisons), Chennai – 9.  
Finance (RD) Department, Chennai – 9.  
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SECTION OFFICER  
4mm

**G.O.(Ms) No.34, RURAL DEVELOPMENT AND PANCHAYAT RAJ (CGS.1)  
DEPARTMENT, DATED 04.03.2014**

**ANNEXURE**

**GUIDELINES FOR UNDERTAKING VARIOUS INFRA-STRUCTURE FACILITIES  
WORKS UNDER MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT  
GUARANTEE SCHEME WHICH WILL BE APPLICABLE ONLY FOR 2014-15**

**1. Introduction :**

Mahatma Gandhi National Rural Employment Guarantee Scheme is being successfully implemented in Tamil Nadu since 2006. Para 3 (a) of Schedule-I of the Mahatma Gandhi National Rural Employment Guarantee Act clearly indicate that the one of the core objective of the scheme is *"providing not less than one hundred days of unskilled manual work as a guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability"*. Upto 2011-12, only 100% labour oriented works have been taken up under this scheme. During 2012-13, the Government ventured into creation of infra-structure by providing Buildings for Village Panchayat Service Centre and Block Panchayat Service Centre.

As per Para 4 (1) of the Revised Schedule I of Mahatma Gandhi National Rural Employment Guarantee Act 2005, various **new common infra-structure facilities**, such as Construction of buildings for Gram Panchayats, Women Self Help Group Federations, Cyclone Shelters, Anganwadi Centres, Village Haats and Crematoria, Construction of play fields, Creating infra-structure for promotion of fisheries such as, Fish Drying Yards, Storage Facilities, and promotion of fisheries in seasonal water bodies on public land have been included in the list of work that can be taken up under Mahatma Gandhi National Rural Employment Guarantee Scheme. Likewise, **individual assets for vulnerable groups** such as, Construction of Individual Household Latrines, Creating infra-structure for promotion of livestock such as, Poultry Shelter, Goat Shelter, Piggery Shelter, Cattle Shelter and Fodder Troughs for cattle, etc. have also been included.

Hence, based on the modifications made by the Government of India in Schedule-I of Mahatma Gandhi National Rural Employment Guarantee Act the State Government also proposes to establish more infra-structure facilities through Mahatma Gandhi National Rural Employment Guarantee Scheme.

**2. Types of infra-structure facilities to be taken up :**

The following works shall be taken up under Mahatma Gandhi National Rural

Employment Guarantee Scheme based upon the need and necessity of Village Panchayat :

<b>Common infra-structure facilities</b>	<b>Individual related infra-structure facilities</b>
<ol style="list-style-type: none"><li>1. Construction of buildings for Village Panchayats</li><li>2. Construction of buildings for Women Self Help Groups</li><li>3. Anganwadi Centres</li><li>4. Construction of Food Grain Storage Structures</li><li>5. Creation of Durable infra-structure required for Bio-fertilizers and Post-harvest/facilities including pucca storage facilities for agricultural produce</li><li>6. Common Worksheds for livelihood activities of SHGs</li><li>7. Construction of Play fields</li><li>8. Construction of Cyclone Shelters</li><li>9. Construction of Village Haats</li><li>10. Construction of Crematoria</li><li>11. School Toilets</li><li>12. Anganwadi Toilets</li></ol>	<ol style="list-style-type: none"><li>1. Poultry Shelter</li><li>2. Goat Shelter</li><li>3. Cattle Shelter</li><li>4. Fodder Troughs for cattle</li></ol>

### **3. Type Design and Unit Cost :**

Type Design for each component of work along with Detailed Estimate shall be finalised and communicated by the Director of Rural Development and Panchayat Raj.

Likewise, the Unit Cost and the ratio of Labour and Material Component, etc., for each work shall be arrived based on the Public Works Department Schedule of Rates and Rural Schedule of Rates for construction of infra-structure facilities from time to time and the same will be communicated by the Director of Rural Development and Panchayat Raj, who will be the implementing authority at State level.

#### **4. Wage-Material Ratio :**

In Para 20 of Schedule-I of Revised Mahatma Gandhi National Rural Employment Guarantee Act, it has been indicated that *"for all works taken up by the Gram Panchayats, the cost of the material component including the wages of the skilled and semi-skilled workers shall not exceed forty percent of the Gram Panchayat level. For works taken up by the implementing agencies other than Gram Panchayats, the over material component including the wages of the skilled and semi-skilled workers shall not exceed forty percent at the Block or Intermediate level"*.

Hence, it has to be ensured that in a single Village Panchayat, the total volume of work involving labour and material component shall not exceed the 60:40 ratio. The Annual Action Plan of a Village Panchayat shall be prepared taking into account of all types of works including 100% labour intensive works and works involving material component. With regard to individual related infra-structure facilities, 60:40 Labour : Material Ratio shall be maintained at Village Panchayat level. Likewise with regard to common infra-structure facilities, the 60:40 Labour : Material Ratio shall be maintained at Block level.

#### **5. Site Selection :**

The Village Panchayat President and Block Development Officer (Village Panchayat) should take utmost care in finalizing the site for construction of common infra-structure facilities. The following conditions shall be adhered to while finalizing the site:

##### **In case of Common infra-structure facilities for Village Panchayats,**

- i) Building(s) for common infra-structure facilities shall be constructed in the land vested with Government or Panchayat Raj Institution
- ii) In case of non-availability of land belonging to Government or Panchayat Raj Institution, then efforts should be taken to acquire the land through donations, etc.,
- iii) The site selected should be within the habitations and selection of site far away from habitation be avoided.

##### **In case of Individual related infra-structure facilities,**

- i) The infra-structure facilities like Poultry Shelter, Goat Shelter, Cattle Shelter, Fodder Troughs for cattle, etc., shall be constructed only on the lands belonging to the beneficiary/beneficiaries.

- ii) The need for the infra-structure facility shall be finalised based on the availability of the live stocks. For example, the Goat Shelter shall be constructed to these beneficiaries who have ample number of goats.
- iii) Preference may be given to the beneficiaries of Centre/State Sponsored Schemes like, Indira Awaas Yojana, Chief Minister's Solar Powered Green House Scheme, etc.,

#### **6. Implementation :**

- (i) Detailed action plan of infra-structure works to be taken up for common facilities or individual beneficiary should be prepared by Village Panchayat and got approved by the Gram Sabha.
- (ii) Proposal along with Gram Sabha resolution and estimates should be submitted to District Collector/District Programme Co-ordinator (DPC) through Project Director, District Rural Development Agency.
- (iii) The District Collector / District Programme Co-ordinator shall accord administrative sanction. Technical Sanction of estimates will be accorded as per G.O.Ms.No.203, Rural Development and Panchayat Raj (PR.I) Department, Dated 20.12.2007.
- (iv) The scheme will be implemented by the Village Panchayat in case of infra-structure facility for individual beneficiaries and by the Block Panchayat (Block Development Officer (VP)) in case of common infra-structure facilities.
- (v) Nominal Muster Roll (NMR) will be issued by the President of Village Panchayat.
- (vi) Attendance, Monitoring the site will be done by Work Site Facilitator.
- (vii) Technical guidance and Pre-marking will be done by the Overseers. Measurement and Check Measurement shall be done as per G.O.Ms.No.203, Rural Development and Panchayat Raj (PR.I) Department, Dated 20.12.2007.
- (viii) Pay Order/Fund Transfer Order will be issued by the Block Development Officer (Village Panchayats)
- (ix) Payment of Wages will be done by the Village Panchayat or as per the existing norms like electronic Fund Management System (eFMS).

**7. Mode of Execution :**

- The Village Panchayats will be the implementing authority for construction of infra-structure facilities for individual beneficiaries. The Block Development Officer (Village Panchayats) shall be the implementing officer and responsible for carrying out the common infra-structure facilities for the community.

**a) Entrustment of work**

- Since no Contractors are permitted in Mahatma Gandhi National Rural Employment Guarantee Scheme, the construction shall be done departmentally.
- The construction of infra-structure facilities for individual related purposes shall be entrusted to Village Panchayat and the Work Order shall be issued in the name of Beneficiary.
- The construction of infra-structure facilities for common purposes shall be entrusted to Block Development Officer (Block Panchayat) and the Work Order shall be issued in the name of Panchayat Secretary/Road Inspector or any other officer nominated by District Collector from time to time.

**b) Supply of materials**

- Supply of materials shall be done departmentally and payment shall be made after taking the stock into Measurement Book.
- Materials like cement and steel shall be supplied departmentally materials like bricks, etc. shall be purchased from local vendors and payment shall be done.
- Sand shall be procured based on Schedule of Rates. The District Collector/District Programme Co-ordinator shall issue special permits for procuring sand for the Mahatma Gandhi National Rural Employment Guarantee Scheme works, if required.
- Bricks shall be procured from open market initially. Since Brick Making activity can be undertaken under Mahatma Gandhi National Rural Employment Guarantee Scheme, the District Collector/Project Director, District Rural Development Agency shall take special efforts to create more number of Brick Making Units and the bricks manufactured by these units shall be utilised for Mahatma Gandhi National Rural Employment Guarantee Scheme infra-structure works.

- Bill for payment may be processed and the payment to the vendor shall be done through Cheque / electronically.
- The details of supply of material along with Vendor Name, Bill No and Bill Date shall be entered in the [www.nrega.nic.in](http://www.nrega.nic.in).

**c) Use of Unskilled Labourers**

**i) Common infra-structure facilities:**

- The selection of unskilled labourer for the purpose of construction of these infra-structure facilities shall be done carefully. Among the unskilled labourers of a village panchayat, the workers who are already involved in the construction activities may be selected and exclusively used for the construction of common/individual related infra-structure facilities.
- The average number of persondays required for the construction of infra-structure facilities, componentwise, shall be communicated by the Director of Rural Development and Panchayat Raj.
- Normal period of construction of a infra-structure building activity will be about 3-6 months. Hence, a fixed number of unskilled workers based on the Persondays required for each work, who are already experienced in construction activities may be selected and used for the entire construction period.
- The Nominal Muster Roll prescribed for regular Mahatma Gandhi National Rural Employment Guarantee Scheme works shall be used for this work also and weekly payment to the unskilled labourers should be done as it is being done. In case of necessity exclusive/separate Muster Roll shall be designed and communicated by Director of Rural Development and Panchayat Raj.
- However, the copy of weekly Nominal Muster Roll should be arranged and enclosed properly while preparing the completion report.
- In case of construction of common infra-structure facilities, the construction site is located in the Village Panchayat, then the selected workers who are already experienced in construction activities may be used.
- Where the construction site is located in urban area (Corporation / Municipality / Town panchayat) the workers may be selected from any one of the village panchayat very near to the Urban / Sub Urban area.
- The total required mandays for the construction of the building works will vary as per Unit Cost of the Building. Hence, sufficient number unskilled workers from the village panchayat near to the Urban / Sub Urban may be selected and exclusively used for the construction of the infra-structure buildings.



**ii) Individual related infra-structure facilities:**

- The workers belonging to the beneficiary family can be engaged in these activities.
- The number of days worked shall be counted as part of 100 days of that household.
- Only in case of further requirement, other labourers can be drafted, that too, from the same habitation.

**An exclusive Nominal Muster Roll, similar to that of used for construction of Individual Household Latrines in convergence with Mahatma Gandhi National Rural Employment Guarantee Scheme and Nirmal Bharat Abhiyan shall be prescribed by Director of Rural Development and Panchayat Raj.**

**d) Use of Skilled Labourers**

- Since these works are being executed departmentally, the use of skilled labourer should also be properly accounted for. Hence, the identified skilled labourer should also be paid at regular intervals and necessary entries shall be done in the [www.nrega.nic.in](http://www.nrega.nic.in) website.
- Separate sheets for marking attendance of skilled labourers shall be maintained and this should be attached with the bill for processing.
- The payment to skilled labourers shall be done after preparing the stagewise bill.
- The payment of wages to skilled labourers shall be done through Voucher Slip.
- The Payment Vouchers shall be recorded and Acquittance shall be obtained from the labourers.
- The Details of payment along with Voucher Number and Bill Date shall be entered into the website [www.nrega.nic.in](http://www.nrega.nic.in).

**8. Fund Release & Management Information System Entry :**

The required fund will be released to the District Rural Development Agency concerned. The District Rural Development Agency in turn will release the funds to Blocks or Village Panchayats. Stagewise release of funds to the workers and vendors will be done by Block / Village Panchayat.

All the bills shall be prepared electronically and updated in Management Information System. With regard to labour component, the present Nominal Muster Roll shall be utilised. With regard to material component, Special Entries in Management Information System shall be made.

**9. Maintenance of Registers :**

Maintenance of Registers and disbursement of wages shall be done by Rural Development and Panchayat Raj Department as it is being done now.

**10. Audit :**

All the expenditures incurred towards provision of infra-structure facilities under Mahatma Gandhi National Rural Employment Guarantee Scheme shall be brought under Social Audit and this can be done through Social Audit Society of Tamil Nadu.

**11. Documentation :**

Proper documentation should be done pertaining to the infra-structure works undertaken under Mahatma Gandhi National Rural Employment Guarantee Scheme. Photographs of the site before undertaking the work, during execution and after execution should be taken and properly documented. The 6% admin cost shall be utilized for documentation.

The Principal Secretary to Government, Rural Development and Panchayat Raj Department in consultation with Director of Rural Development and Panchayat Raj is empowered to modify any of the above guidelines based on exigencies that may arise from time to time.

N.S.PALANIAPPAN,  
PRINCIPAL SECRETARY TO GOVERNMENT.

*K. Saravanan*  
SECTION OFFICER  
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