CHAPTER IV

FUNCTIONS OF SELECT DRDA SCHEMES

INTRODUCTION

The present chapter discusses the functions of the select DRDA schemes namely (i) Indira Awaas Yojana (IAY), (ii) Anaithu Grama Anna Marumalarchi Thittam (AGAMT) and (iii) Sampoorna Grameen Rozgar Yojana (SGRY).

4.1 INDIRA AWAAS YOJANA (IAY)\textsuperscript{1}

4.1.1. Introduction

Housing is one of the basic requirements for human survival. For a normal citizen, to own a house provides significant economic and social security and status in society. For a shelterless person, a house brings about a profound social change in his existence, endowing him with an identity, thus integrating him with his immediate social milieu. A housing programme for the rehabilitation of refugees was taken up immediately after partition by the Ministry of Refugee Rehabilitation and this lasted till around 1960. Approximately 5 lakh families were housed in various centres mainly located in Northern India. A Village Housing Scheme was also launched as part of the Community Development

Movement in 1957, in which loans to individuals and cooperatives were provided up to a maximum of Rs. 5000/- per house. However, only 67,000 houses were built under this scheme by the end of the Fifth Plan (1980). In 1972-73, the Estimate Committee of the Lok Sabha in its 37th Report pointed out that ‘‘the Committee is distressed to note that although 83% of India's population lives in villages and about 73% of the rural population reside in unsatisfactory kutcha structures, the problem of rural housing has not received the close attention of the Government’’. Following this, certain initiatives were undertaken by Government including the launching of the House Sites cum Construction Assistance Scheme which began as a Central Scheme in the 4th Plan and was transferred to the State Sector with effect from 1.04.1974 on the recommendation of the National Development Council (NDC).

The genesis of the Indira Awaas Yojana (IAY) can be traced to the programmes of rural employment, which began in the early 1980s. Construction of houses was one of the major activities under the National Rural Employment Programme (NREP), which began in 1980, and the Rural Landless Employment Guarantee Programme (RLEGP), which began in 1983. There was, however, no uniform policy for rural housing in the States. For instance, some States permitted only part of the construction cost to be borne from NREP/ RLEGP funds and the balance was to be met by beneficiaries from their savings or loans obtained by them. On the other hand, others permitted the entire expenditure to be borne from
NREP/ RLEGP funds. Further, while some states allowed construction of only new dwellings, others permitted renovation of existing houses of beneficiaries. As per announcement made by the Government of India in June 1985, a part of the RLEGP fund was earmarked for the construction of houses for SCs/STs and freed bonded labourers. As a result, Indira Awaas Yojana (IAY) was launched during 1985-86 as a sub-scheme of RLEGP. IAY, thereafter, continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching in April, 1989. 6% of the total JRY funds were allocated for implementation of IAY. From the year 1993-94, the scope of IAY was extended to cover below the poverty line Non-Scheduled Castes/ Scheduled Tribes families in the rural areas. Simultaneously, the allocation of funds for implementing the scheme was raised from 6% to 10% of the total resources available under JRY at the national level, subject to the condition that the benefits to Non-Scheduled Castes/ Scheduled Tribes poor should not exceed 4% of the total JRY allocation. IAY was de-linked from JRY and made an independent scheme with effect from 1st January 1996.

Since 1999-2000, a number of initiatives have been taken to improve the Rural Housing (RH) Programme by making provision for upgradation of unserviceable kutcha houses and by providing credit with subsidy for certain sections of the poor. Emphasis has also been laid on use of cost affective, disaster resistant and environment friendly technologies in rural housing.
4.1.2 BROAD OUTLINES AND OBJECTIVES

**Indira Awaas Yojana (IAY)** is a flagship scheme of the Ministry of Rural Development to provide houses to the poor in the rural areas.

**Objective**

The objective of the Indira Awaas Yojana is primarily to help construction/upgradation of dwelling units of members of Scheduled Castes/Scheduled Tribes, freed bonded labourers, minorities in the below poverty line category and other below poverty line non-SC/ST rural households by providing them a good financial assistance.

**Funding Pattern**

Indira Awaas Yojana is a Centrally Sponsored Scheme funded on cost-sharing basis between the Government of India and the State Governments in the ratio of 75:25. However, in the case of North-Eastern States and Sikkim, funding will be shared between the Government of India and these States in the ratio of 90:10 respectively. In the case of Union Territories, the entire funds under this Scheme are provided by the Government of India.

**Target Group**

The target groups for houses under the IAY are below poverty line households living in the rural areas, belonging to Scheduled Castes/Scheduled
tribes, freed bonded labourees, minorities in the BPL category and non-SC/ST BPL rural households, widows and next-of-kin to defence personnel/paramilitary forces killed in action residing in rural areas (irrespective of their income criteria), ex-servicemen and retired members of paramilitary forces fulfilling the other conditions.

Earmarking of Funds for SC/ST/Minority Beneficiaries

The available resources under the Scheme in a district are earmarked for various categories as under:

(i) At least 60% of the total IAY funds and physical targets should be utilized for construction/upgradation of dwelling units for SC/ST BPL households.

(ii) A maximum 40% for non-SC/ST BPL rural households.

(iii) IAY funds and physical targets will be earmarked for BPL minorities in each State as indicated by the Ministry.

(iv) 3% of the above categories are for physically and mentally challenged persons.

If any particular category is exhausted or not available in a district, allocation can be utilized for other categories as per priorities given in the
Guidelines after it has been certified to this effect by the Zilla Parishad/DRDA concerned.

**Strategy for the implementation of the Programme**

The Programme will be implemented through the Zilla Parishads/DRDAs and houses will be constructed by the beneficiaries themselves.

**4.1.3 IDENTIFICATION AND SELECTION OF BENEFICIARIES**

**Identification of beneficiaries**

The District Panchayat/Zilla Panchayat/District Rural Development Agencies (DRDAs) on the basis of allocations made and targets fixed shall decide the number of houses to be constructed / upgraded Panchayat-wise under IAY, during a particular financial year. The same shall be intimated to the Gram Panchayat concerned. Thereafter, the beneficiaries, restricting to this number, will be selected from the Permanent IAY Waitlists prepared on the basis of BPL lists in order of seniority in the list. The Gram Panchayats may draw out the shelterless families from the BPL List strictly in the order of ranking in the list. A separate list of SC/ST families in the order of their ranks may be derived from the larger IAY list so that the process of allotment of 60% of houses under the scheme is facilitated. Thus, at any given time, there would be two IAY Waitlists for reference, one for SC/ST families and the other for non-SC/ST families. Once the
lists are prepared, they need to be approved by the Gram Sabha to be attended by a government servant who would be a nominee of the Collector. Selection by the Gram Sabha is final. No approval by a higher body is required. Zilla Parishads/DRDAs and Block Development Offices should, however, be sent a list of selected beneficiaries for their information. The Permanent IAY Waitlists so prepared will be displayed at a prominent place either in the Gram Panchayat office or any other suitable place in the village. The lists will also be put on the website by the concerned DRDAs.

**Priority in Selection of Beneficiaries:**

Prioritization of beneficiaries will be as follows:

(i) Freed bonded labourers

(ii) SC/ST households
    - SC/ST households who are victims of atrocity
    - SC/ST households, headed by widows and unmarried women.
    - SC/ST households affected by flood, natural calamities like earthquake, cyclone and man-made calamities like riot.
    - Other SC/ST households

(iii) Families/widows of personnel from defence services/paramilitary forces, killed in action.

(iv) Non-SC/ST BPL households.

(v) Physically and mentally challenged persons.

(vi) Ex-servicemen and retired members of the paramilitary forces.

(vii) Displaced persons on account of developmental projects, nomadic/semi-nomadic, and de-notified tribals, families with physically/mentally challenged members.
The selection of the beneficiaries will be subject to the condition that the households of all the above categories except (iii) are Below Poverty Line (BPL)

**Involvement of beneficiaries**

The beneficiaries should be involved in the construction of the house. To this end, the beneficiaries may make their own arrangements for procurement of construction material, engage skilled workmen and also contribute family labour. The beneficiaries will have complete freedom as to the manner of construction of the house. Zilla Parishads/DRDAs can help the beneficiaries in acquiring raw material on control rates, if they so desire or request the Zilla Parishads/DRDAs in this regard. This will result in economy in cost, ensure quality of construction, lead to greater satisfaction and acceptance of the house by the beneficiary. The responsibility for the proper construction of the house will thus be on the beneficiaries themselves. A Committee may be formed, if so desired, to coordinate the work. The Committee shall be sensitized to incorporate hazard-resistant features in the designing of the houses.

**Allotment of Houses**

Allotment of dwelling units should be in the name of female member of the beneficiary household. Alternatively, it can be allotted in the name of both husband and wife.

However, if there is no eligible female member in the family available / alive, house can also be allotted to the male member of a deserving BPL family.
4.1.4 UNIT ASSISTANCE FOR A HOUSE UNDER INDIRA AWAAS YOJANA

(i) Unit Assistance for Construction of IAY Houses and Upgradation

The ceiling on grant of assistance per unit cost under the Indira Awaas Yojana for construction of a new house and upgradation of an unserviceable kutchha house is given as under:

<table>
<thead>
<tr>
<th></th>
<th>Plain Areas</th>
<th>Hilly/ Difficult Areas</th>
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<tbody>
<tr>
<td>(a)</td>
<td>Rs. 45,000/-</td>
<td>Rs. 48,500/-</td>
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<td>Construction of house including Sanitary latrine and smokeless Chulha</td>
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<tr>
<td>(b)</td>
<td>Rs. 15,000/-</td>
<td>Rs. 15,000/-</td>
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<tr>
<td>Upgradation of unserviceable households</td>
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In addition to the assistance provided under the IAY, an IAY beneficiary can avail a loan of upto Rs.20,000/- per housing unit under differential rate of interest (DRI) scheme at an interest rate of 4% per annum. 

(ii) Construction of sanitary latrines and smokeless chulhas and provision of other basic amenities:

Construction of sanitary latrine and smokeless Chulha should be taken up with each IAY house. The latrine should be constructed separately from the IAY house on the site of the beneficiary. There should be convergence with activities and funds provided under the Total Sanitation Campaign (TSC), for providing
sanitary latrines in the IAY houses\textsuperscript{2}. All efforts should be made to ensure that every IAY house is provided with a sanitary latrine under the Total Sanitation Campaign Programme.

Similarly, with a view to provide comprehensive benefits to the rural BPL families, Indira Awaas Yojana has been dovetailed with Rajiv Gandhi Grameen Vidyutikaran Yojana being implemented by the Ministry of Power. Hence, the DRDAs shall give the list of IAY beneficiaries to the implementing authorities of RGGVY and co-ordinate with them to ensure free electricity connections to IAY houses.

The State/District Administration and PRIs are expected to facilitate provision of all basic amenities for an IAY house.

(iii) Loan for IAY Beneficiaries

In addition to the assistance provided under the IAY, an IAY beneficiary can avail himself of a loan of upto Rs.20,000/- per housing unit under differential rate of interest (DRI) scheme at an interest rate of 4\% per annum. It will be the responsibility of the State Governments/DRDAs concerned to coordinate with the financial institutions to make available the credit facility to interested beneficiaries.

(iv) Credit-cum-Subsidy for construction / upgradation of rural houses

Upto 20\% of the total funds can be utilized for upgradation of existing kutcha houses and toward subsidy for construction of houses with credit from
Banks/Financial Institutions. Credit-cum-Subsidy will be provided subject to the following conditions:

i. Rural households having an annual income of upto Rs.32,000/- only.

ii. Ceiling of subsidy under the Scheme Rs. 12,500 per household.

iii. The upper limit of construction loan under this scheme will be Rs.50,000/- only.

(v) **Location of the Indira Awaas Yojana**

The Indira Awaas Yojana dwelling units should normally be built on individual plots in the main habitation of the village. The houses can also be built in a cluster within the habitation, so as to facilitate the development of infrastructure such as internal roads, drainage, drinking water supply etc. and other common facilities. Care should also be taken to see that the houses under the IAY are located close to the village and not far away, so as to ensure safety and security, nearness to work place and social communication. To the extent possible, the site should not be located in disaster prone areas for example flood risk areas.

### 4.1.5 CRITERIA FOR ALLOCATION AND RELEASE OF FUNDS

(i) **Criteria for Allocation of Resources**:

Central assistance under the Indira Awaas Yojana will be allocated among the States/UTs giving 75% weightage to rural housing shortage as per Census data and 25% weightage to poverty ratio. Similarly, inter-district’s allocation within a
State/UT will be made by giving 75% weightage to housing shortage and 25% weightage to rural SC/ST population of the concerned districts. The targets for the Blocks within a District and Village Panchayats within the Blocks will be decided on the same principles. Diversion of resources from one district to another is strictly prohibited. Upto 20% of the total funds can be utilized for upgradation of existing kutcha houses and towards subsidy for construction of houses with credit in accordance with Para 3.1 and 3.4.

(ii) Release of Central Assistance to Zilla Parishads/DRDAs

The Indira Awaas Yojana funds are operated by the Zilla Parishads/DRDAs at the district level. Central assistance will be released every year to the Zilla Parishads/DRDAs, in two installments, subject to the fulfillment of the following conditions: -

(a) The first instalment amounting to 50% of the total allocation for a particular district is released in the beginning of the financial year. This is subject to condition that the second instalment during previous year was claimed and released without any condition. However, if any specific conditions had been imposed at the time of release of the last instalment of the previous year, its compliance will have to be ensured before release of the first instalment.
(b) The second instalment for the districts will be released on receipt of request from the DRDAs as per Proforma on fulfillment of the following conditions:

(i) 60% of the total available funds, that is opening balance of the year (in case of proposal for the first instalment, opening balance of the previous year) plus the amount received including the State share (if the State share has not been released against the first instalment, notional State share will be taken into account for the purpose of calculation of total availability) and other receipts should have been utilized at the time of submitting the proposal for the second instalment.

(ii) The opening balance of the District should not exceed 10% of the funds available during the previous year. In case, the opening balance exceeds this limit, the Central share in excess will be deducted proportionately at the time of release of the second instalment.

(iii) The State Government has made sufficient provision in their Budget to match the Central financial assistance.

(iv) The State Government should have released all its contribution (including that of the previous years) dues, up to the date of the
application. In the event of shortfall in State share, corresponding amount of Central share (i.e. three times the shortfall of State share) will be deducted from the amount of Central share of the second installment of the current year.

(v) Submission of Audit Reports for the IAY for the last year and submission of Action Taken Report on the comments made in the audit report of the previous year. The Audit Report should consist of Bank Reconciliation Statement and a Certificate from the Chartered Accountant that while auditing the district account of the IAY, the accounts of all Implementing Agencies such as block-wise expenditure etc should be taken into account. Where funds are released to the beneficiaries through blocks, block-wise expenditure statement duly countersigned by Chartered Accountant should be enclosed with the Audit Report. Where funds are released through Gram Panchayat without going through the blocks, the expenditure should be compiled at block level and block-wise expenditure statement duly countersigned by the Chartered Accountant, should be submitted. In that case, the Auditor will also certify that the block-wise expenditure statement is based on the UCs received from the Gram Panchayats. However, where funds are released to the beneficiaries directly by the DRDA, block-wise expenditure
statement is not required. In that case, the Auditor will certify that the funds have been released to the beneficiaries directly by the DRDA.

(vi) Submission of Utilization Certificates of cash component from DRDAs based on reports received from the other Implementing Agencies such as Block Development Office etc. for the previous year should be submitted in the prescribed Proforma as per.

(vii) Submission of non-diversion and non-embezzlement certificate.

(viii) Annual Plan should have been approved by the Zilla Parishad or the Governing Body of the DRDA as the case may be.

(ix) All pending progress/monitoring reports should have been sent.

(x) Any other condition imposed from time to time will also have to be compiled with.

(xi) All documents must be checked/enclosed with the proposal as per the Checklist.

(c) In the case of districts/UTs having limited working season or any peculiar problem such as Kinnaur, Lahaul and Spiti, Leh, Kargil, Andaman and Nicobar Islands and Lakshadweep and any other areas as decided, the entire Central assistance may be released in one instalment. The State shall
also release its share in one instalment. In the case of these districts, to which funds are released in one instalment, funds will be released on fulfillment of the following conditions:

(i) at least 60% of the total available funds, i.e. opening balance of the previous year plus the amount received during the previous year including the State share, wherever applicable (if the State share has not been released, notional State share will be taken into account for the purpose of calculation of total availability) and other receipts, if any, should have been utilized at the time of submitting the proposal for lump sum release of funds. Utilization Certificate in form GFR 19-A should be furnished in this regard.

(ii) Audit Report for the IAY for the year previous to last year, should be submitted along with the proposal. The Audit Report should consist of Bank Reconciliation Statement and Block-wise Expenditure Statement or a certificate from the Chartered Accountant, in lieu thereof, that the funds are being transferred to the beneficiaries directly from the DRDA.

(iii) Utilization Certificates of cash component from DRDAs based on reports received from the other Implementing Agencies such as
Block Development Office etc. for the year previous to last year should be submitted in the prescribed proforma as per Annexure-II.

(iv) All the other conditions stated in Para 4.2 (b) will be applicable.

**Earmarking of Resources under the IAY**

5% of the total allocated funds under IAY will be kept apart to meet the exigencies arising out of natural calamities and other emergent situations like riot, arson, fire, rehabilitation under exceptional circumstances etc with a district-wise ceiling of 10% of annual allocation (including State share) or Rs.70.00 lakh whichever is higher.

Proposals for this purpose have to come from State Governments/Admn. of UTs showing the extent of damage and the estimated fund requirement in respect of the proposed IAY houses, provided assistance for construction of a house has not been obtained from any other source. The upper limit shall be 10% of the district’s annual allocation or Rs.70.00 lakh, whichever is higher. However, this will be within the overall ceiling of 5% funds kept apart for natural calamities. The relief will be as per the norms with regard to per unit ceiling of assistance for an IAY house prescribed under the scheme.

**Release of State share to DRDAs**

The State Government shall release its share to the Zilla Parishads/DRDAs within one month after the release of Central assistance and copy of the same should be endorsed to Ministry of Rural Development.
Separate Bank Account for the Indira Awaas Yojana

The IAY funds (Central share as well as State share) shall be kept in a nationalized/scheduled or cooperative bank or a Post Office in an exclusive and separate savings bank account by the DRDAs.

Utilization of Interest Earned on Deposits

The interest amount accrued on the deposits of the IAY funds shall be treated as part of the IAY resources.

Withdrawal of funds by the DRDAs

Withdrawal of funds from the accounts shall only be made for incurring expenditure under the IAY.

Payment to beneficiaries

Payment should be made to the beneficiary on a staggered basis depending on the progress of the work. The entire money should not be paid to the beneficiary in whole. Instalments of payment should be linked to the progress of work which could be decided by the State Government or at the District level.

Funds under IAY should be transferred straight away into the beneficiaries’ accounts in a bank or post office. For this purpose, as soon as the beneficiaries are selected, they should be asked to open a Bank/Post Office
account, in case they do not have an account in any Bank or Post Office, and to intimate the account number to the Gram Panchayat/BDO/DRDA, as the case may be.

4.2. ANAITHU GRAMA ANNA MARUMALARCHI THITTAM (AGAMT)²

4.2.1 Introduction

The Government launched the Anaithu Grama Anna Marumalarchi Thittam (AGAMT) from the year 2006-07 onwards. The scheme aims at substantial injection of resources into one-fifth of the Village Panchayats each year and improvement of rural infrastructure in the State over a span of five years. Under this Scheme, in order to improve the basic infrastructure facilities in the Panchayats, priority has been given to the Village Panchayats in which the per capita income is very low. Based on this, the list of one fifth of Village Panchayats in each Block has been prepared according to the ascending order of per capita income and improvement of rural infrastructure is being taken up over a period of five years since 2006-07.

Based on the ascending order of per capita income, the list of Village Panchayats in each District/Block to be taken up under AGAMT during 2008-09 has already been communicated to the districts. This list is inviolable and cannot be modified under any circumstances. Each Village Panchayat would get a direct

State assistance of Rs. 20 lakhs. Out of this, Rs. 15 lakhs is for the tied component and Rs. 5 lakhs is for the untied component. The permissible limits of expenditure under the tied component are indicated in G.O(Ms) No.97, Rural Development and Panchayat Raj Department, dated 13.6.07, and are reproduced below against the relevant components. It is clarified however that this ceiling can be exceeded by drawing on a part of the untied component. For example, the ceiling for the school sports centre component is Rs. 1.5 lakhs. However a school sports centre can be developed for Rs. 2 lakhs by taking Rs. 50,000 from the untied component of Rs 5 lakhs.

4.2.2 Committee for selection and finalisation of the location of works

For each of the AGAMT Villages, a Committee consisting of the following members will be given the responsibility for the selection of the works and finalisation of the exact location of the works.

(a) Village Panchayat President concerned.

(b) Block Development Officer (Village Panchayats)

(c) Assistant Engineer (RD)/Block Engineer of the concerned Block.

(d) Village Administrative Officer concerned.

The Village Panchayat President is the person who possesses local knowledge and hence his views about selection and location of works should be given due weightage. The BDO (VP) should ensure that the Scheme guidelines
have been followed while submitting proposals for administrative sanction. The Assistant Engineer (RD)/Block Engineer should ensure that the technical specifications are adhered to and the values of the proposed works have been correctly arrived at. The VAO will help in identifying suitable sites for the proposed works with reference to Revenue records.

This Committee should visit each AGAMT Village, spending at least one day in each Panchayat. Since selection of the right works is the key, the Committee should not do a cursory job, but should visit all the habitations, meet with a cross-section of people including other elected representatives and SHGs, assess the infrastructural needs of the Village Panchayat and inspect all the proposed sites. The Assistant Engineer (RD)/Block Engineer must take the necessary measurements for preparing detailed estimates for works during this visit itself. The selected works should be got approved by a Special Grama Sabha convened for this purpose.

The administrative sanction of the works will be accorded by the District Collector. The proposals for administrative sanction should be signed jointly by the concerned Village Panchayat President, BDO (VP), Assistant Engineer (RD)/Block Engineer. The proposal for the administrative sanction should necessarily be accompanied by (i) the resolution of the Special Grama Sabha; and (ii) a map of the Panchayat Village and the various items of work to be taken up
under the Scheme (together with the location of the Village Panchayat office) should be clearly marked on the map. The concerned Village Panchayat President, BDO (VP), Assistant Engineer (RD)/Block Engineer should jointly sign the map. Collectors and POs, DRDA should ensure that the proposals are not prepared by the officials, by-passing the Village Panchayat Presidents and the Grama Sabha.

The works taken up under AGAMT scheme funds can be broadly grouped into two categories, namely: -

A. Compulsory works

B. Optional works.

The guidelines for the above works are as under: -

4.2.3. COMPULSORY WORKS

There are five components under this category.

(i) **One Pond / Oorani/ tank per village**

It should be undertaken at a cost of Rs. 3 lakhs to Rs. 5 lakhs out of the tied component. The minimum cost of Rs.3 lakhs is prescribed to ensure that piece-meal work is not done; and instead, a composite work, including desilting of inlet and outlet channels, construction of bathing ghats and retaining wall, etc is taken up. To select and carry out works under this component, the following guidelines should be followed:

(a) **Selection of pond:** A Pond/Oorani, which is predominantly used by the people of the village, should be accorded the top most priority. Private
ponds/ooranis should not be taken up. The ponds/ooranies within the village should be given priority over the ponds, which are farther away from the village.

(b) **Constructing New pond works/Temple Tanks/MI Tanks:** Some Village Panchayats may not have a pond/orani. In such cases, a new pond / orani work may be taken up if land is available. If this is not possible, then Temple tanks / Minor irrigation Tanks available may be taken up.

(c) **Use of Machinery:** Unlike other Centrally Sponsored schemes, under this scheme, use of machinery is permitted for rendering quicker and more thorough execution.

(d) **Design of work:** AGAMT pond works must have a distinctive design. Deepening of the pond should be taken up till the removal of the silt is complete. A minimum depth of 2 metres should be dug up to ensure substantial retention of water in the pond/orani and further deepening of the pond may also be encouraged if there is a possibility of this as per the site condition. The remaining earth is deposited on the bank of the pond to prevent erosion.

A baby pond, which is half the length and half the breadth of the main pond, should be compulsorily dug up in the pond / orani taken up under this
scheme. If the pond is very large, the size of the baby pond may be decided according to the local conditions. The baby pond should be dug up to a depth of minimum 1 metre beneath the level of main pond. The four sides of the baby pond should be lined with random rubble masonry/rough stone packing to prevent caving-in when the pond is full of water. Baby pond is not necessary in case of M.I. Tanks.

Desilting of inlet and outlet channels of the pond/orani should be taken up along with the desilting of pond/orani.

a. **Bathing ghat:** A bathing ghat, on the most widely used side, must be compulsorily provided. A channel from the baby pond may be extended to the bathing ghat steps in order to ensure availability of water at the footsteps of the bathing ghat even during the dry season.

b. **Retaining wall:** Subject to availability of funds, one or more sides of the pond may be provided with retaining walls of random rubble masonry/rough stone dry packing.

c. **Other facilities:** A light and a few concrete sitting benches may be provided along the bund of the pond based on the requirement of the site conditions.

(ii) **Sports Centre:**

(a) There are 2 types of sports centres:

(i) **School Sports Centres:** For this component the ceiling under the tied component is Rs. 1.5 lakhs. This should be taken up only in Government or aided
High/Higher Secondary schools having enough open space. It need not be taken up in the elementary or middle schools. The following facilities shall be provided (if not already available).

(1) A volleyball court with all accessories.
(2) A ball badminton court with all accessories.
(3) A tennikoit court for the girls with all accessories.
(4) Foot ball and hockey goal posts with kits and other accessories.
(5) Cricket kits with mat and practice net.
(6) Basketball court with accessories. Plain ground will suffice; concrete flooring need not be provided.
(7) Long jump and high jump pits with accessories
(8) Javelin, discus, shot put.
(9) Pull up bars, parallel bars, multiple sets of weights, dumbbells, bench press, etc.
(10) Table tennis table with accessories.
(11) Chess boards and Carrom boards (4 sets each)

(ii) **Community sports centres**: If the Government/aided High/Higher Secondary School is not located in the Village Panchayat, then a Community sports centre should be provided in a suitable Public land. For this, the ceiling under the tied component is Rs. 1 lakh. The following facilities shall be provided.
a. A volleyball court with all accessories.

b. A ball badminton court with all accessories.

c. A tennikoit court for the girls with all accessories.

d. Long jump and high jump pits with accessories.

e. Pull up bars, parallel bars multiple sets of weights, dumbbells, bench press, etc.

f. Chess boards and Carrom boards (4 sets each)

g. See saw, Slides and Swings for young children (2 sets each/per village).

**Site availability** is the key factor in the location of sports centres. In case of non-availability of site, the village community can always be persuaded to donate land for this purpose.

(c) Layout Plan:

For each and every Sports Centre, a layout plan should be prepared based on the site condition. This is necessary to ensure that the equipments are not installed in a haphazard fashion. It should be ensured that the area meant for the practice of javelin, discus and shot-put throws should be in one end of the layout in such a way that any of the above sport equipment thrown do not injure the other players. Also, the location of the Pull-up Bars, parallel Bars, see/saw, slides and swings should be such that these should not be abutting the boundary of the Volleyball Court or ball-badminton Court, so as to be causing obstacle to the players playing these games. In addition, the layout plan for each Sports Center
should be realistically planned in order to ensure optimum usage for all players. The Center should also be preferably laid in North-South direction so that the players do not face sun directly when playing.

(d) Purchase of Sports Materials

For purchase of Sports materials, a Model Bid Document will be communicated separately by the Director of Rural Development & Panchayat Raj.

(e) Repairs and Replacement of Sports Material and Sports consumables

Government have permitted the Village Panchayats to spend upto Rs.10,000/- from the General Fund of the Village Panchayats towards repairs and replacement of sports materials such as balls, bats, nets, etc., in Sports Centers. This expenditure is applicable both to the Community Sports Centers and School Sports Centers.

(f) Display Board

A Display Board indicating AGAMT Sports Centre should be prominently displayed on the site. This board should also contain the total cost of the Centre, the sports items available on site and also the fact that Rs.10,000 per annum is available with Village Panchayat for repairs & replacement of sports materials in the sports center.
(iii) Library

Site availability is a key factor in location of libraries. In case of non-adequacy of site, the village community can always be persuaded to donate land for this purpose.

To carry out works under this component, the following guidelines should be followed:

(a) **Building:** An existing public building preferably of at least 400 square feet plinth area should be identified for setting up the library. It should be close to the Village Panchayat office to facilitate easy monitoring. Where there is no public building available, if any suitable building is available on rent, it may be considered. If an existing building is not available then a suitable new building of Standard Type Design, not exceeding 400 square feet plinth area preferably close to the Village Panchayat office, may be constructed. In new buildings, bookshelves and lofts should be provided in the walls as far as possible. Article 243G, along with the XI Schedule of Constitution of India and Section 112 of the Tamil Nadu Panchayats Act, 1994 provides for the power of Village Panchayats to open and maintain libraries/reading rooms in the villages. Hence, running of libraries comes within the function of the Village Panchayats and such a responsibility is independent of any other library being available in the village through the Local Library Authority or any other department. Also, the Village Panchayat Presidents cannot take up the supply of furniture and books to libraries.
run by the Local Library Authorities. Hence, it has been decided that the AGAMT library under the control of the Village Panchayat has to be set up in each Village of the State.

The existing building selected for library may require suitable repairs. It is essential to ensure that the library is free from roof-leakage during rainy season. Buildings with asbestos cement sheet roofing should be strictly avoided. It should be ensured that such existing public buildings, which are now converted into libraries under AGAMT Scheme, should essentially have weathering course tiles on the roof-top to prevent leakage of water during the rainy season and consequent damage to books. Hence, necessary provision of funds should be made for providing weathering course tiles and other suitable repairs to such buildings. Also provision for closed windows be provided instead of window-mesh to prevent rain-water intrusion.

(b Furniture: A typical library constructed with the type design communicated by this office will have rectangular tables and PVC moulded chairs for the benefit of the people coming to the library. In addition, bookracks for placing the books, which open on both sides without glass or sliding doors, should be procured for keeping the books. The dimensions (length, breadth, width, etc.,) of the table, book racks etc., should be carefully decided in a library depending on the size of the building available in each case. Wherever possible, the existing unutilized furniture may be used or contributions from the public may be invited
for donating the furniture. The cost for furniture should not exceed Rs.50,000/- out of the tied component.

While procuring furniture for library building, it should be borne in mind that all buildings selected for libraries are not of uniform size. Furniture should be building – specific, which means the size of the building should be taken into consideration in determining the size of the furniture and space required for the movement of the Public.

(c) Books:

1. Procurement of Books for Libraries- The books required for the libraries will be selected at the State level by a Committee of eminent personalities in this field. Showing interest for supply of books from publishers and dealers for AGAMT libraries and placing of orders will be done by the Director of Rural Development & Panchayat Raj, Chennai. The District Collectors will make the payments from AGAMT funds. New books for at least Rs.50,000 shall be purchased for the library.

2. The District Collector should encourage donation of such second-hand books to the AGAMT libraries, which are good and useful for the readers. However, textbooks and guides should be avoided.
3. Magazines - The money available under AGAMT funds is exclusively for the purchase of books and not for magazines and newspapers as such. However the District Collectors and the Project Officers should ensure that they get subscriptions of newspapers and magazines for 3 to 5 years from Corporate Houses, Service Organisations such as Rotary/Lions Clubs and Philanthropists for the AGAMT Libraries.

4. Books, newspapers and magazines available in the existing libraries such as Ayyan Thiruvallur Noolagam should be pooled for the AGAMT library.

5. The World Map, Map of India, Map of Tamil Nadu and the District Map should be displayed prominently within the library building. One quotation from Thirukkural related to education or knowledge should also be painted on a wall of the library.

d) Appointment of Honorary Librarians:

AGAMT libraries are to be manned by Honorary Librarians. Honorary Librarians are to be appointed on contract basis initially for a period of two years, at a consolidated pay of Rs.750 per month, to be paid out of the Village Panchayat’s General fund. The Honorary Librarian should be appointed as soon as
the library building is fully completed, furniture bought and books procured for
the library. Detailed guidelines for appointing Honorary Librarians in Anaithu
Grama Anna Marumalarchi Thittam Libraries are issued in GO Ms.No.177, Rural

(iv) Burial Ground/Cremation Ground

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

a) **Approach road:** A cement concrete pavement upto the entrance
gate, in the case of burial ground, and upto the cremation platform for
a length of 50 metres or less as per the site condition 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, at least 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 well earmarked. Barbed
wire/chain link fencing should not 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.
- 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 putting up of a tap at the burial ground should be avoided for the sole reason that water in many places will not be available at the public fountains at late hours when the burial/cremation normally takes place in the villages and putting up of water supply pipe line instead of a hand pump will be utter waste.

e) **Lights:** Lights may be provided based on necessity. Since the maintenance of solar lights in remote areas in the villages is found to
be difficult and also the solar light materials in isolated places are prone to thefts, the solar lights should not be installed in burial / cremation grounds.

Burial ground is a popular component of the AGAMT Scheme. In case of requirement of additional burial grounds within the AGAMT village, more number of such burial grounds/cremation sheds can be taken up from the untied component of the AGAMT Scheme as per the discretion of the Village Panchayat.

(v) Water Supply

For this component under the tied component, a minimum of Rs. 1 lakh should be provided and based on needs, additional allocation can also be made.

(a) Repair of defunct bore well/power pumps/mini power pumps/public fountains can be taken up under this scheme.

(b) Repair of OHTs, which can be put to use can be taken up.

(c) Any other works such as flushing and fishing, which would help in restoration of the existing source, supply and distribution of water, can be taken up.

4.2.4. OPTIONAL WORKS

The following optional works can also be taken up under this Scheme.

(i) Cement Concrete Pavements

For this component the ceiling under the tied component is Rs. 3 lakhs. As per G.O.Ms.No.74, Rural Development and Panchayat Raj Department dated
11.07.2006; the cement concrete pavement works should be undertaken by following the norms.

<table>
<thead>
<tr>
<th>Habitations with Less than 500 Population</th>
<th>Upto 250 Mtrs.</th>
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<tbody>
<tr>
<td>Habitations with 501 – 1000 Population</td>
<td>Upto 750 Mtrs.</td>
</tr>
<tr>
<td>Habitations with 1001 – 3000 Population</td>
<td>Upto 1500 Mtrs.</td>
</tr>
<tr>
<td>Habitations with More than 3000 Population</td>
<td>Upto 3000 Mtrs.</td>
</tr>
</tbody>
</table>

Works should be proposed by observing the above norms in the AGAMT Village Panchayats.

**Guidelines for selection of works:**

(a) Pavements having residential units on both sides of the pavement should be given priority.

(b) Streets or lanes in low-lying areas prone to water logging during the rainy seasons should be given priority.

(c) 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.

(d) 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.

(e) Piecemeal works may be avoided.
Design Criteria to be followed for laying the cement concrete pavement:

(a) The riding surface of the cement concrete pavement should be laid in such a way that the floor levels of the houses must be above the run off in the residential units.

(b) Both sides of Cement concrete pavement should be filled up with unscreened gravel as this prevents stagnation of water on both sides and avoids breaking of edges apart from preventing skidding of two wheelers and pedestrians. Gentle chamber may be provided so that the water may drain.

(c) Cross drainage provision must be given to avoid the water logging and stagnation on the sides of the pavement.

(d) Dummy duct with a pipe provision may be provided wherever necessary.

(e) Expansion joints should be provided at an interval of about five metres (5m) with bituminous pad.

(ii) Installations of Street lights

(a) Need-based extension of streetlights in newer habitations, extension areas, Adhi-Dravidar and Tribal habitations and IAY housing colonies may be taken up. Additional street light poles in areas where the existing coverage is felt to be inadequate may also be taken up.
A flat rate of Rs.9,500 per new pole for such works will be charged by TNEB after 13.3.2007 and so the practice of preparing detailed estimates in each case by TNEB has been given up. For selection of the works under this component the following guidelines should be kept in mind.

(a) Totally uncovered habitations/streets should be given priority.

(b) Among uncovered habitations/streets, priority should be given to those having more number of houses.

(c) A Fluorescent tube light should be installed.

(d) Based on necessity, street lights may be extended to the burial ground, village tanks under use by the public, roads leading to shandy and other community infrastructures and in case of fishing habitations to the main road leading to the seashore.

(e) In remote areas/hilly areas, solar lamps could be considered.

(b) Installation of Sodium Vapour Lamps:

As per G.O. Ms. No. 74, Rural Development and Panchayat Raj Department dated 11.07.2006; the norms for installation of Sodium Vapour Lamp have been indicated.

<table>
<thead>
<tr>
<th>Habitations with less than 500 Population</th>
<th>Upto 2 SVL per habitation</th>
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<tbody>
<tr>
<td>Habitations with 501 – 1000 Population</td>
<td>Upto 4 SVL per habitation</td>
</tr>
<tr>
<td>Habitations with More than 1001 Population</td>
<td>Upto 6 SVL per habitation</td>
</tr>
</tbody>
</table>
The Selection Committee should propose Sodium Vapour lamps in habitations in accordance with the ceiling prescribed in the G.O.

Within the ceiling prescribed, the top most priority should be given to the place having maximum congregation of persons in a village (which may vary from place to place) depending on the location of the community facilities such as bus stand, village shandy/fish auction hall, PDS shop, Panchayat office, rural sports centre etc.

DGS&D rates are available for Sodium Vapour Lamps and Fluorescent tube lights. Procurement should be made from DGS&D approved companies or their authorized agents.

(iii) Fishpond

Fish ponds should generally be provided in all AGAMT villages. Only in such cases where the Assistant Director (Fisheries) and the Panchayat President jointly certify that there is no scope of undertaking a fishpond in the concerned village, this component of AGAMT scheme can be dispensed with. For the development of one pond under this component, a ceiling of Rs. 25,000 has been prescribed. To select and carry out works under this component, the following guidelines should be followed:
(a) **Identification of minor irrigation tank/pond for fish culture:** Based on the report of baseline survey on the facilities available in the AGAMT village, the minor irrigation tank/pond suitable for fish culture should be identified. This may preferably be done in the pond/tank other than the pond/tank taken up for improvement as per A (1) above.

(b) **Supply of fingerlings:** Quality fingerlings for fish culture may be obtained in consultation with the Fisheries Department.

(iv) **Shandy**

This is an optional item of work. Only if the AGAMT Village Panchayat is already hosting a shandy attracting large number of persons from the surrounding villages, then depending on the number of shops that are usually put up during such shandies, the following works may be taken up.

(a) Permanent platforms may be put up in the place where shandies are held.

(b) Approach path, water supply, lighting facilities etc. shall be provided to such places.

(c) Place for parking bullock carts/vehicles may be earmarked.

(d) Only tiled /RCC roofing should be put up for the village shandies. Asbestos Cement Sheet roofing should be avoided.

**Maintenance of Assets created:**

All assets created under AGAMT scheme are to be maintained by the Village Panchayat concerned.
Works not permitted under AGAMT scheme:

The works not permitted under MLACDS will not be permitted under this scheme also.

Dovetailing and preparation of Village plans:

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 department, Social Welfare department and Education department etc. By this time, the list of the AGAMT 2008-09 villages should have been communicated by the Collector to all the other Heads of Department (HODs) at the district level. If it has not been done so far, this may be communicated immediately. The district level heads should focus on these Village Panchayats and ensure that the schemes are effectively dovetailed to bring about all round development of the AGAMT village. The indicative target allocation for each AGAMT Village Panchayat after such dovetailing shall be Rs.1 crore. It is clarified that schemes like Free Colour TVs, Gas stoves, 2-acre land etc shall not be included for this purpose.
Two booklets – one for the district as a whole and another for each AGAMT Village Panchayat – should be prepared to show the works taken up under various schemes after the dovetailing. The District-level booklet should be formally released at a function with the local Minister. Copies of the individual Village-level booklet should be furnished to the Village Panchayat Presidents concerned as well as the BDOs (Village Panchayats).

**District Level Committee**

For the purpose of dovetailing of schemes and activities of different district level departments in AGAMT villages as proposed above and for monitoring the progress, a District level Committee will be formed. The Committee will meet once a month, take stock of the progress and problems provide guidance to the implementing agencies and remain in overall charge of the programme implementation in the district. The District committee will comprise of the following:

1. District Collector : Chairman
2. Project Officer, DRDA : Member Secretary
3. Project Officer, Mahalir Thittam : Member
4. Divisional Engineer (Highways) : Member
5. Divisional Engineer (Rural Roads) : Member
6. Superintending Engineer/EE (TNEB) : Member
7. Superintending Engineer/EE (TWAD): Member
8. Superintending Engineer/EE (PWD)/WRO Wing Member
<table>
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<th>Member</th>
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<tr>
<td>9.</td>
<td>Executive Engineer (PWD)/Buildings Wing</td>
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<tr>
<td>10.</td>
<td>Assistant Director (Inland Fisheries):</td>
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<td>11.</td>
<td>District Sports Officer:</td>
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<td>12.</td>
<td>District Library Officer:</td>
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<tr>
<td>13.</td>
<td>Chief Education Officer:</td>
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<tr>
<td>14.</td>
<td>Deputy Director (Horticulture):</td>
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<td>15.</td>
<td>Deputy Director (Health Services):</td>
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<tr>
<td>16.</td>
<td>Joint Director/Dy. Director (Veterinary):</td>
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<td>17.</td>
<td>Joint Director/Dy. Director (Agriculture):</td>
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**Flow of funds**

The District Collectors shall maintain a separate bank account and the BDO (VP) shall maintain a separate bank account for the AGAMT scheme. The amount meant for the libraries and the sports components should be retained at the district level and the funds for the remaining components should be released to the BDO (Village Panchayats). There is no need to open accounts for AGAMT 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 AGAMT at the District level and Block level respectively. In order to avoid confusion, the Block Development Officer (Village Panchayats) shall maintain a ledger with separate page(s) for each Village Panchayat to indicate the receipts and expenditure pertaining to the scheme.
Tendering Procedure

Mode of Execution

BDO (Village Panchayats) is the tender inviting authority for all works other than the purchase of Sports materials, furniture for libraries and library books. 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.

The Project Officer, DRDA is the tender inviting authority for the purchase of Sports materials and furniture for AGAMT libraries.

As per provisions of G.O.Ms.No.186 R.D. & P.R. (SGS-2) Dept. dt.16.11.2007, in respect of works, the estimate of which is Rs. 5 lakhs and below, if there is no response for three consecutive calls or if the rate quoted by the contractors is exorbitant or unacceptable or if the works are abandoned in the middle by the contractor concerned, these may be entrusted by the District Collector to the Village Panchayat concerned for departmental execution. In respect of works, the estimate of which is more than Rs. 5 lakhs, if there is no response for three consecutive calls or if the rate quoted by the contractors is exorbitant or unacceptable or if the works are abandoned midway by the contractor concerned, these may be entrusted by the District Collector to the Village Panchayat concerned for execution by inviting open tenders.
Information, Education & Communication

1% of the total annual allocation will be earmarked for Information, Education and Communication activities pertaining to this scheme. This amount will also be utilized to monitor the quality of works through independent agencies and to give Awards to District Collectors and Project Officers of District Rural Development Agencies for good work undertaken to implement this scheme.

4.3 SAMPOORNA GRAMEEN ROZGAR YOJANA (SGRY)\(^3\)

4.3.1 Introduction

Creating the employment opportunities with food security has been an important objective of developmental planning in India. The relatively higher growth of population and labour force has led to an increase in the volume of unemployment and under-employment from the one Plan period to another. The Government of India aim at bringing employment through wage and self employment into a larger focus with the goal of reducing unemployment and under-employment to a negligible level and of providing food security against hunger. Such an approach is necessary, because it is realized that larger and efficient use of available human and other resources is the most effective way of alleviating poverty, reducing inequalities, improving nutritional levels and sustaining a reasonably high pace of economic growth.

To make a dent on the prevailing poverty, unemployment and slow growth in the rural economy and to provide food security, it is necessary to provide a demand driven infrastructure at the village level to facilitate faster growth in the rural areas and to increase opportunities of employment through access to the market oriented economy.

To provide a greater thrust to additional wage employment, infrastructural development and food security in the rural areas, the Hon’ble Prime Minister of India announced on 15th August 2001, launching of an ambitious New Scheme with an annual outlay of Rs.10,000 crores. Accordingly the Ministry of Rural Development reviewed the hitherto on-going Schemes of the Employment Assurance Scheme (EAS), (the only additional wage employment Scheme for rural areas), the Jawahar Gram Samridhi Yojana (JGSY) (a rural infrastructure development Scheme) and by merging them into one Scheme, launched the New Scheme of the Sampoorna Gramin Rozgar Yojana (SGRY) w.e.f 25th September, 2001.

4.3.2 Broad Outline And Objectives

(i) Objectives

The Sampoorna Grameen Rozgar Yojana (SGRY) will have the following objectives:
(a) **Primary Objective**

The primary objective of the Scheme is to provide additional wage employment in all rural areas and thereby provide food security and improve nutritional levels.

(b) **Secondary Objective**

The secondary objective is the creation of durable community, social and economic assets and infrastructural development in rural areas.

(ii) **Status**

The programme will be implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the States in the ratio of 75:25 of the cash component of the Programme. In the case of UTs the Centre would provide entire (100%) funds under the Scheme. Foodgrains will be provided to the States/UTs free of cost.

(iii) **Target Group**

The SGRY will be open to all rural poor who are in need of wage employment and desire to do manual and unskilled work in and around his village/habitat. The Programme is self-targetting in nature.

While providing wage employment, preference shall be given to agricultural wage earners, non-agricultural unskilled wage earners, marginal
farmers, women, members of Schedule Castes/Schedule Tribes and parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adult children of handicapped parents who are desirous of working for wage employment.

(iv) **Programme Strategy**

(i) **5% of the funds and foodgrains under the Sampoorna Gramin Rozgar Yojana will be retained in the Ministry for utilisation in the areas of acute distress arising out of natural calamities or for taking up preventive measures in the chronically drought or flood affected rural areas. Savings from 5% could be allotted by the Ministry to better performing Districts.**

(ii) **A certain percentage of the allotted foodgrains under the SGRY will be reserved for the Special Component to be used in any Central or State Government Scheme with wage employment potential to meet exigencies arising out of any natural calamity.**

(iii) **The remaining funds and foodgrains under the SGRY will be available in two streams from the Department of Rural Development:**

(a) **First Stream** – The First Stream will be implemented at the District and Intermediate Panchayat levels. 50% of the funds and foodgrains will be available under the First Stream and will be distributed
between the Zilla Parishad and the Intermediate Panchayats in the ratio of 40-60.

(b) **Second Stream** – The Second Stream will be implemented at the Village Panchayat level, and 50% of the funds and foodgrains will be earmarked for the Village Panchayats and are distributed among them through DRDAs/Zill Parishads.

(iv) The Programme will be implemented through the Panchayati Raj Institutions (PRIs).

(iv) **Special Safeguards for the Weaker Sections and Women of the Community**

(i) 22.5% of the annual allocation (inclusive of foodgrains) under the First Stream of the SGRY both at the District and the Block levels shall be earmarked for individual beneficiary schemes of SC/ST families living below the Poverty Line (BPL).

(ii) Minimum 50% of the allocation to the Village Panchayat (inclusive of foodgrains) shall be earmarked for the creation of need based village infrastructure in SC/ST habitations/wards under the second stream of the SGRY.

(iii) 30% of employment opportunities should be reserved for women.
(vi) **Definition of Panchayats**

(i) Village Panchayat in these Guidelines means the lowest elected body and includes Gram Panchayats, Mandals, Nagar Panchayats or traditional village institutions like village Councils and Village Development Boards having statutory character.

(ii) Where the duly elected Village Panchayat is not in existence, its share of funds will be passed on to the Administrator/Administrative Committee which will be responsible for implementing the second stream of the SGRY in such Panchayat. The works to be taken up would, however, be decided at the village level itself by the Gram Sabha (Village Assembly) of the concerned Panchayat.

(iii) District & Intermediate Panchayats mean elected bodies at the District & the Block levels respectively and include similar traditional institutions having statutory characters where the Panchayat Act is not applicable.

(iv) Where the duly elected District or Intermediate Panchayat is not in existence, DRDA at the District level and the Administrator/Administrative Committee at the Block level will be responsible for implementing the first stream of the SGRY.
(v) Where the Panchayat Act is not applicable and traditional institutions also do not exist at the District and Block levels, DRDA at the District level and a committee consisting of the heads of the Village Councils etc. and chaired by the BDO at the Block level will be responsible for implementing the first stream of the SGRY.

(vii) **Forest Villages**

The forest villages, which are away from Village Panchayat will be treated as Village Panchayats.

### 4.3.3 FOODGRAINS UNDER SGRY

Foodgrains should be given as part of wages under the SGRY. Distribution of foodgrains as part of wages under the SGRY (First & Second Streams) is based on the principle of protecting the real wages of the workers besides improving the nutritional standards of the families of the rural poor.

Foodgrains should be given as part of wages under the SGRY to the rural poor at the rate of 5 Kg per manday. If a State Government wish to give more than 5 Kg of foodgrains per manday, it may do so within the existing State allocation (subject to a minimum of 25% of the wages to be paid in cash). The State Governments and UT Administrations will be free to calculate the cost of
foodgrains paid as part of wages, at a uniform rate which may be either BPL rate, or APL rate or anywhere between the two rates. The workers will be paid the balance of wages in cash, such that they are assured of the notified Minimum Wages. Higher utilization per manday and higher price fixation of foodgrains, will result in saving of cash component which may be utilized to meet the material cost for creation of durable community assets.

The Central Government will provide foodgrains and cash component to the States and UT Administrations as per the criteria, in order to generate additional wage employment. If there is a balance of foodgrains from the SGRY the same can be utilized for dovetailing with other Central/State Sector Schemes as per para 8.3.1 provided 100% cash requirement is available from such schemes.

Distribution of foodgrains to the workers under the Programme will be either through PDS or by the Gram Panchayat or any other Agency appointed by the State Government. Distribution of foodgrains will be made to the workers, most preferably, at the work site. In the event of the workers belonging to one Habitation and should they choose to receive foodgrains in their Habitation, the same could be organized. While the State Government would have the option of utilizing the PDS, it will have to be ensured that effective safeguards are in place to avoid leakages. DRDAs/ZPs will make necessary arrangements for distribution of foodgrains among the concerned Agencies.
Distribution & Release of Foodgrains under the SGRY

The Department of Rural Development will intimate to the Department of Food & Public Distribution the quantity of foodgrains to be released to the State, with the District-wise details. The Department of Food and Public Distribution will thereafter send an appropriate advice to the FCI under intimation to the Department of Rural Development and the Secretary (RD) of the State, to release foodgrains from its designated depots to the authorised agencies of the State Governments/ ZPs/ DRDAs.

The Department of Rural Development will release funds for the foodgrains directly to the FCI at the economic cost. The FCI will be required to send bills duly verified by the DRDA/ZP to the Department of Rural Development on the basis of statements of quantities of foodgrains allocated, lifted District-wise, signed jointly by the PD (DRDA)/CEO Zilla Parishad and District Manager, FCI.

At the District level the PD, DRDA/CEO, ZP will coordinate the release and lifting of stocks under the programme. No payment is required to be made to the FCI at the depots by the DRDA or Authorized Agency for lifting the Foodgrains within the District-wise allocation communicated by the Ministry of Rural Development/Department of Food and Public Distribution.
Procedure for lifting of foodgrains from FCI Depots

DRDA/ZP will identify the nearest depot of the FCI from which they are proposing to lift the foodgrains so that there is economy in the transportation charges for lifting of foodgrains. The District office of the FCI will issue release authorization against the District allocation for the SGRY programme. It will be desirable if the ZP/DRDA informs the concerned District office of the FCI about the quantities of foodgrains likely to be lifted by them on a monthly or a quarterly basis. The FCI is obliged to issue foodgrains against the release even without such intimation if stocks of foodgrains are available with them. However, advance intimation is likely to help in ensuring adequate stocks in the concerned depots at the time they are needed. In the interest of administrative convenience, lifting of SGRY foodgrains for all the implementing agencies including the Intermediate Level Panchayats and the Gram Panchayats will have to be made either by the ZPs/DRDAs themselves or through their authorized agencies only.

Stocks once issued will not be taken back by the FCI. It would, therefore, be the responsibility of the ZP/DRDAs to ensure that the quality of wheat/common rice supplied to them conforms to ‘Fair Average Quality’ (FAQ). The concerned officers of the DRDAs/ZP should conduct inspection of the stocks before taking delivery of the same to ensure that foodgrains below FAQ are not accepted.
The normal procedure by way of joint sampling, as is done for the PDS, will operate. In case of any complaint, the sample from the field will be compared with the sample packet retained at the FCI Depot and action will be initiated against all responsible in this behalf, if any discrepancy is established.

**Provision of Transportation Cost/Handling Charges**

The State Governments/Union Territories will bear the transportation cost and other handling charges from their own resources. Any taxe/charges like sales tax, octroi etc. will be borne by the concerned States/UTs. Cash component can not be used for transportation, payment of local taxes etc.

**Disposal of Empty Gunny Bags**

The gunny bags in which the foodgrains are received for distribution under the Programme will be disposed off in accordance with the prescribed procedure in the State and the sale proceeds of the same can be used for making payment towards the transportation cost/handling charges.

**4.3.4 Wages Under SGRY**

The wages under the programme shall be paid partly as foodgrains and partly as cash.

**Minimum Wages**

Minimum Wages fixed by the State authorities shall be paid under the SGRY both for skilled and unskilled labour.
Equal wages shall be paid under the programme to both men and women workers.

Payment of wages shall be made on a fixed day in a week preferably a day before the local market day, in the presence of the Village Pradhan/Sarpanch or Panchas.

In case the executing Agencies do not pay the wages for a category of employment at the rate notified for the relevant schedule of employment under the Minimum Wages Act, the Zilla Parishad/Panchayat Samiti shall withhold further release of funds to that implementing agency and inform the fact to the concerned authority for suitable action against the erring official under the Minimum Wages Act and also inform the Central Government.

Where the Central Government finds that the above provisions are not being followed, it may withhold further release of funds under the programme to the concerned District.

4.3.5 Criteria, Allocation and Utilisation of Resources

First Stream

(i) Allocation of funds/foodgrains from Centre to State/UTs and the Districts

Under the Scheme, funds and foodgrains would be allotted to the States/UTs on the basis of proportion of the rural poor in a State to the total rural poor in the country or such other criteria as decided by the Central Government from time to time.
At the District level, the allocation of funds and foodgrains will be made on the index of backwardness formulated on the basis of the proportion of rural SC/ST population in a District to the total SC/ST population in the State and inverse of per capita production of the agricultural workers in that District. Equal weightage will be given to these two criteria, while allocating funds & foodgrains to the district.

(ii) Distribution of funds among Zilla Parishads/DRDAs and Panchayat Samitis

Zilla Parishads/DRDAs – 40% of the funds & foodgrains earmarked under the First Stream will be reserved at the District level and shall be utilized by the Zilla Parishads/DRDAs preferably in the areas suffering from endemic labour exodus/areas of distress, as per the Annual Action Plan approved by the Zilla Parishads/DRDAs.

Panchayat Samitis – 60% of the funds and foodgrains earmarked under the First Stream would be allocated among the Panchayat Samitis (Intermediate Panchayats). While allocating the funds and foodgrains, equal weightage will be given to the proportion of SC/ST population and of rural population of the respective Panchayat Samiti areas to those of the Districts. The works will be taken as per their own Annual Action Plan approved by the Panchayat Samitis. However, while selecting the work, to be taken up, preference will be given to the Areas which are backward, Calamity Prone or face migration of labour.
Earmarking and Utilization of Resources

(a) Earmarking of resources

There will be no sectoral earmarking of resources under the First Stream of the SGRY except that the 22.5% of the annual allocation of the Zilla Parishad/DRDA and of the Intermediate Level Panchayat must be spent on individual beneficiary schemes for SCs/STs below the poverty line. Diversion of funds meant for SCs/STs to other works is not permitted.

Beneficiary Oriented Individual Programmes for SCs/STs

As indicated in the above Para, 22.5% of the resources released to the Zilla Parishad and Intermediate Level Panchayat shall be utilised for individual works for SCs/STs. The illustrative list of such Economic Assets/Works which can be taken up for the benefit of identified individuals belonging to SCs/STs are as under:


(ii) Social forestry works, such as fuelwood and fodder plantations on the private lands belonging to SCs/STs.

(iii) Agri-horticulture, floriculture, horticulture plantation on the private lands belonging to SCs/STs below poverty line.

(iv) Work sheds or infrastructure for any self-employment programme.

(v) Open Irrigation Wells/Bore-wells for irrigation.
(vi) Pond excavation/re-excavation with primary support for pesciculture and

(vii) Other sustainable income generating assets.

**Assets for Improving the Quality of Life**

(viii) Dwelling units.

(ix) Sanitary Latrine and smokeless chullahs.

Priority should be given to provide economic assets to individual beneficiaries for sustainable employment. Assets such as dwelling units, sanitary latrines, smokeless chullha etc. may be given lesser priority and should be considered under exceptional circumstances.

While providing assets to the individual poor, his/her participation in the work may be ensured.

**Provision for Maintenance of Assets**

The Zilla Parishads/DRDAs and Intermediate Level Panchayats are permitted to spend upto a maximum of 15% of the funds on maintenance of the public assets created under the wage-employment programme sponsored by the Ministry of Rural Development from time to time within its geographical boundary.
**Provision for Contingency**

Upto 2% of the funds released during the year under the First Stream can be spent by the Zilla Parishads on contingency for strengthening monitoring & coordination. In case the expenditure on contingency exceeds the prescribed limit, Central Share of the excess amount will be deducted from the Second Instalment.

**Stagnant Resources of Administrative/Contingent and Maintenance expenditure**

Effort should be made by the Zilla Parishad and Intermediate Level Panchayats to incur only such expenditure on maintenance of assets, which are absolutely necessary. Strict economy should be observed in incurring such expenditure. Unspent balances under these heads will form part of the programme resources of the First Stream of the SGRY.

**SECOND STREAM**

(i) The Second Stream of the SGRY will be implemented at the Village Panchayat level for generation of supplementary wage employment and creation of demand driven community village infrastructure which includes also durable assets to enable the rural poor to increase opportunities for sustained employment.

(ii) **Criteria and Procedure for Allocation/Release of Resources**

Out of the total resources earmarked under the SGRY, 50% of the funds are earmarked for the Second Stream of the SGRY. The entire resources released
under the Second Stream would be distributed among the Gram Panchayats directly by the DRDA/Zilla Parishad.

While, during the current year (2001-02) the allocation and release of resources will continue as per the existing criteria for the JGSY, from the second financial year (2002-03) onwards, the allocation of funds would be made in a manner that each Panchayat receives at least a certain minimum of resources as to be decided from year to year.

The State and District-wise allocations will be made by the Ministry of Rural Development at the Central level. At the Panchayat level, the DRDA/Zilla Parishad will make the allocation to each Panchayat, as per the criteria given in para below.

The base year allocation will not get affected if there is subsequent increase or decrease in the number of Panchayats in each District. If there is increase in the number of Panchayats in any given year, the share of each Panchayat will be reduced proportionately. If there is decrease in the number of Panchayats, the share of each Panchayat will be increased proportionately. The proposed allocation criteria will be taken into account for working out State-wise allocation in the subsequent years subject to the following conditions:
(i) The year 2001-2002 would be treated as base year for taking into account the number of Panchayats per District. Henceforth, the number of District-wise Panchayats as on 1.4.2001 would form the base for working out allocation in the subsequent years. The Government of India would allocate funds to the State/UTs based on the number of Panchayats in a District as on 1.4.2001.

(ii) The State Government do not claim for additional allocation of resources if the number of Panchayats in a particular District is increased after 1.4.2001.

(iii) In no case, the State Government/DRDAs/ZPs would be authorized to make any alteration or change in the above criteria for working out District-wise allocation or any diversion from one District to another District or from one Panchayat to another.

**Earmarking of resources**

Minimum 50% of the allocation to the Village Panchayat inclusive of (foodgrains) shall be earmarked for the creation of need based Village infrastructure in SC/ST habitations/wards under the second stream of the SGRY.

**Provision for Maintenance of Assets**

Village Panchayats have the liberty to spend upto a maximum of 15% of the funds on maintenance of the public assets created under the wage-employment
programme sponsored by the Ministry of Rural Development from time to time within its geographical boundary.

**Provision for Administrative/Contingent expenditure at the Gram Panchayat level.**

Under the Second Stream of SGRY, Village Panchayats may spend up to a maximum of 7.5% of the annual allocation of funds or Rs. 7500/- whichever is less during a year on the Administration/Contingencies and for technical consultancy.

**Unspent Resources of Administrative/Contingent and Maintenance expenditure**

Effort should be made by the Village Panchayats to incur only such expenditure on maintenance of assets, which are absolutely necessary. Strict economy should be observed in incurring such expenditure. Unspent balances under these heads will form part of the programme resources of the Second Stream of the SGRY.

**Release of funds to Village Panchayats**

The resources to the Village Panchayats will be distributed by the DRDAs/ZPs within fifteen days of the receipt of the funds by the DRDAs/ZPs from the Central or the State Governments, as the case may be. The distribution of Central Share will not wait for the matching State share.2 In so far as forest
villages are concerned, DRDAs/ZPs will place the allocated funds and foodgrains at the disposal of the respective District level forest officials for taking up works under the programme in these villages. The forest authority at the District level will utilise these funds and foodgrains to take up works in the forest village through a committee of five members, consisting of at least one SC/ST and a women, as per felt need of the village community.

4.3.6 Release of Central Assistance

(i) Release of Central Assistance from the Department of Rural Development

Central Assistance (inclusive of foodgrains) will be released every year directly to the DRDAs/ZPs in two instalments, subject to the fulfillment of the following conditions:

First Instalment

The Districts, which obtained the second instalment of funds & foodgrains in the preceding financial year without any condition, shall automatically receive the first instalment under both the streams. Others shall have to submit the proposal for the 1st instalment with necessary documents as mentioned under Para 5.4 or after fulfilling the conditions imposed while releasing the Second Instalment for the previous year.

In case of snow bound Districts viz. Kinnaur, Lahul and Spiti, Leh, Kargil and those Districts of North-Eastern States to be decided mutually between the
Central Government and the State Government concerned, which have a limited working season, the entire Central assistance shall be released in one instalment, after fulfilling the condition prescribed below:

**Second Instalment**

The second instalment of Central assistance (inclusive of foodgrains) will be released on request from the DRDA/ZP separately under both the streams in the prescribed proforma and mutatis mutandis and on fulfillment of the following conditions:

- 60% of the total available funds, that is opening balance of the year (in case of proposal for the first instalment, opening balance of the previous year) plus the amount received including the State share and other receipts should have been utilized at the time of submitting the proposal for the second instalment.

- 75% of the foodgrains allocated as first instalment has been lifted and 60% of the lifted foodgrains (including the balance) has been utilized along with a reconciled statement of the quantity lifted to be signed by the PD/DRDA/CEO, Zilla Parishads & FCI District Manager.

- The opening balance of the District i.e. the aggregate balances with the Zila Parishad and Panchayat Samitis in case of Stream I and of the Gram
Panchayats in case of Stream II should not exceed 15% of the funds available during the previous year. In case, the opening balance exceeds this limit, the Central share of the excess will be deducted proportionately at the time of release of the second instalment.

- The allocation of foodgrains in the second instalment will be reduced by the quantity which remained unlifted in the previous year. The cash component of Central share accordingly will be reduced proportionately.

- The State Government has made sufficient provision in their Budget to match the Central financial assistance.

- The State Government should have released all its contribution (including that of the previous years) due, up to the date of the application. In the event of shortfall in State share, corresponding amount of Central share will be deducted from the amount of Central share of the second instalment of the current year.

- Submission of Audit reports for the SGRY for the last year and submission of Action Taken Report on the comments made in the audit report of the previous year.

- Submission of Utilization Certificates (Cash & foodgrains) from DRDAs/Zilla Parishads based on reports received from Intermediate Level
Panchayats (Stream – I) and Gram Panchayat (Stream – II) for the previous year should be submitted in the prescribed Proforma.

- Submission of non-diversion and non-embezzlement certificate.

**Release of State share to DRDAs/ZPs**

State Government shall release its matching share to the DRDAs/ZPs within a fortnight after the release of Central assistance (cash component).

**Release of funds to the Intermediate Level and to Village Panchayats**

The funds & foodgrains to Intermediate Level Panchayats (under stream–I) and resources to the village panchayats (under stream –II) will be distributed by the DRDAs/ZPs within fifteen days of the receipt of the funds by the DRDAs/ZPs from the Central or the State Government, as the case may be. Distribution of Central Share should not wait for matching State share.

So far as forest villages are concerned DRDAs/ZPs will place the allocated funds at the disposal of the respective District level forest officials. The forest authority at the District level will utilize these funds /take up works in the forest village through a committee of five members consisting of at least one SC/ST, woman and as per felt need of village community in respect of works taken up by the Village Panchayats.
Opening of Bank Accounts

The SGRY funds (Central share as well as State share) shall be kept in a nationalized bank or a Post Office in an exclusive and separate savings bank account by the Zilla Parishads/DRDAs/Intermediate Level/Village Panchayat.