

*No.V-24011/34/2001-SGRY-I*  
**Government of India**  
**Ministry of Rural Development**  
**Department of Rural Development**  
(SGRY)

Krishi Bhavan, New Delhi  
Dated 1<sup>st</sup> August, 2007

To

The Principal Secretary/ Secretary,  
Rural Development Department,  
All States/UTs (except Delhi and Chandigarh)

**Subject:- Amendments of SGRY Guidelines.**

Sir,

The undersigned is directed to state that to ensure preparedness of SGRY Districts for smooth transition into NREGA, it has been decided with the approval of competent authority to amend the provisions of SGRY Guidelines relating to –

- i) beneficiary Oriented individual/group for BPL SCs/STs (Para-4.4);
  - ii) maintenance of Muster Rolls (Para-5.18.2);
  - iii) records of assets (Para-5.18.3);
  - iv) social audit and vigilance at grass roots level (Para-5.18.8);
  - v) wage and material ratio (Para-6.1.4);
  - vi) administrative sanction (Para-6.2);
  - vii) technical sanction (Para-6.3);
  - viii) nature and type of new works (Para-6.5.1&6.6.1-2) that can be taken up; and
  - ix) maintenance of Employment Register (Para-6.10.1).
2. A statement indicating existing provisions and corresponding amendments made in the SGRY Guidelines is annexed.
  3. It may be noted that formats prescribed regarding Muster Roll Proforma, Muster Roll Receipt Register and Employment Register would be applicable to the new works taken up.
  4. It may also be noted that in the spirit of the changes being made for smooth transition, ongoing works under SGRY whose nature is different from the permissible works as per the amendments now proposed should be completed before the close of the financial year.
  5. The amendments will come into force with effect from the receipt of these instructions and not later than one month from the date of issue of these instructions.
  6. It is requested that these amendments of the SGRY Guidelines may be immediately brought to the notice of all agencies implementing SGRY Programme for strict compliance.

Yours faithfully,

(Krishna Kumar)  
Director(SGRY)  
Tele. 23384338

Copy for kind information to:-

1. PS to Minister(RD)/MOS(RD-P)/MOS(RD-SC)
2. PPS to Secretary(RD)/ AS&FA
3. PS to JS(SGRY)
4. DDG, National Institute of Rural Development (NIRD), Rajendernagar, Hyderabad.
5. Project Directors of SGRY Districts.
6. Dir(Fin)
7. US(SGRY)/AC(SGRY)/US(Fin)
8. EO(SGRY-I)/SO(SGRY-II)

(Krishna Kumar)

**ANNEXURE**

**Amendment in SGRY Guidelines**  
**to facilitate smooth transition from SGRY to NREGA**

<b>Para No</b>	<b>Existing provision of SGRY Guidelines</b>	<b>Proposed Amended SGRY Provision</b>
<b>4.4</b>	<p><b>4.4 Beneficiary Oriented Individual/Group Programmes for SCs/STs</b></p> <p>As indicated in the above Para, 22.5 % of the resources released to the District Panchayat and Intermediate Panchayats shall be used for individual/group works for SCs/STs of BPL category. The illustrative list of such Economic Assets/Works which can be taken up for the benefit of identified individuals/groups belonging to SCs/STs are as under:</p> <ul style="list-style-type: none"><li>(i) Development of allotted land in the case of allottees of ceiling surplus land, Bhoodan land, Government land.</li><li>(ii) Social forestry works, such as fuelwood and fodder plantations on the private lands belonging to SCs/STs.</li><li>(iii) Agri-horticulture, floriculture, horticulture plantation on the private lands belonging to SCs/STs below poverty line.</li><li>(iv) Work sheds or infrastructure for any self-employment programme.</li><li>(v) Open Irrigation Wells/Bore-wells for irrigation.</li><li>(vi) Pond excavation/re-excavation with primary support for pisciculture and</li><li>(vii) Other sustainable income generating assets.</li></ul> <p>Priority should be given to provide economic assets to individual beneficiaries for sustainable livelihood. Assets such as dwelling units with sanitary latrines and smokeless chullhas etc. may be given lesser priority and should be considered under exceptional circumstances.</p> <p>While providing assets to the individual poor, his/her participation in the work may be ensured.</p>	<p>The para 4.4 may be substituted as under :-</p> <ul style="list-style-type: none"><li>(i) As indicated in the above Para, 22.5 % of the resources released to the District Panchayat and Intermediate Panchayats shall be used for individual/group works for SCs/STs of BPL category.</li><li>(ii) <i>A specified percentage of the annual allocation allocated both at the level of District and Intermediate Panchayats shall be earmarked for individual / group beneficiary schemes for minority community families of BPL as indicated by the Ministry of Rural Development.</i></li><li>(iii) <i>The illustrative list of works which can be taken up for the benefit of identified individuals / groups belonging to SCs/STs of BPL categories are as under -</i><ul style="list-style-type: none"><li>(a) <i>Irrigation facility,</i></li><li>(b) <i>Horticulture plantation</i></li><li>(c) <i>Land development on land owned by households belonging to the Scheduled Castes and the Scheduled Tribes of Below Poverty Line category to beneficiaries of land reforms or to the beneficiaries under the Indira Awas Yojana of the Government of India.</i></li></ul></li><li>(iv) <i>Other sustainable income generating assets</i></li></ul>

<p><b>5.18.2</b></p>	<p><b>5.18.2 Muster Rolls</b></p> <p>Muster rolls shall be maintained for every work separately, showing the details of wages paid to workers and foodgrains distributed. The muster rolls for all works should have entries showing the number and details of scheduled Castes/Scheduled Tribes/Women and others who have been provided employment. Those responsible for the preparation of muster rolls should be responsible for these entries also. To prevent non-payment or under payment of wages or any manipulation, muster rolls should be maintained in stitched forms and all its pages must be numbered.</p> <p>Muster rolls shall be made available to public on demand. For works taken up by the Village Panchayats, copies of muster rolls duly certified by the Panchayat Sarpanch shall be placed before the Gram Sabha.</p>	<p>Para 5.18.2 may be substituted as under :-</p> <p>5.18.2 : Muster Rolls shall be maintained for every work separately, showing details of wages paid to workers and foodgrains distributed.</p> <p>Each muster roll must have <u>unique identity number</u> and maintained by the Gram Panchayats and other executing agencies. The Muster rolls will contain, inter alia, the following information for each work:</p> <ol style="list-style-type: none"> <li>a) Name of the person on work; days worked and days absent; and wages paid in cash and kind.</li> <li>b) Unique identity number given to that work.</li> <li>c) Signature or thumb impression of the payee.</li> <li>d) A Proforma of Muster roll is given in <b>Appendix-I(A) &amp; 1(B)</b></li> </ol> <ol style="list-style-type: none"> <li>2. The original muster roll will form part of the expenditure record of the Executing Agency.</li> <li>3. A photocopy of the muster roll will be kept/sent for public inspection in every Gram Panchayat.</li> <li>4. Muster rolls should be numbered serially.</li> <li>5. Block Development Officer (BDO) will issue printed copy of Muster Roll in prescribed format to Implementing Agencies.</li> <li>6. Any Muster Roll that is not issued by the BDO shall be considered unauthorized.</li> <li>7. <b>Muster Roll Issue Register:</b> BDO will maintain a register in Proforma (<b>Appendix-II</b>) to keep track of the muster rolls issued to the Implementing Agencies.</li> <li>8. <b>Muster Roll Receipt Register :</b> Village Panchayat/ Implementing Agencies shall maintain a Muster Roll Receipt Register based on Proforma (<b>Appendix-III</b>).</li> <li>9. <b>Complaint Register :</b> All Panchayats will maintain a Complaint Register based on Proforma given in <b>Appendix-IV</b>.</li> </ol>
<p><b>5.18.3</b></p>	<p><b>5.18.3 Records of the Assets Created</b></p> <p>Each District, Intermediate and Village Panchayat shall maintain complete inventory of the assets created under the programme giving details of the date of the start and the date of completion of the project, cost involved, benefits obtained, employment generated and other relevant particulars. Signboards should be displayed near the works giving these details. Photographic record of the work may also be kept of the various stage of</p>	<p>The following sub-paras may be added below in Para 15.8.3 :</p> <p><i>Each District, Intermediate and Village Panchayat &amp; Implementing agency shall maintain a register of all works sanctioned, executed and completed in the proforma given in <b>Appendix -V</b></i></p> <p><i>The information in the register will be reported by the Gram Panchayats and Intermediate Panchayats to the District Panchayats on the same Proforma.</i></p>

	implementation before start, during implementation and after completion.	
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<p><b>5.18.8</b></p>	<p><b>5.18.8 Social Audit and Vigilance at grass root level</b></p> <p>i For every work sanctioned by District Panchayat/Intermediate Panchayat/Village Panchayat, there will be a monitoring committee of the villagers of the area belonging to the locality/village where the work is undertaken to closely monitor the progress and quality while the work is in progress. Every such committee shall have five to nine members who would be nominated from amongst the social workers, retired civil, defence or private sector officers, other retired employees like teachers, well-educated persons and will include an SC/ST and a women's representative. To select the members of the committee and the convenor of the committee from amongst the members, a meeting of the local beneficiaries will be convened by the local representative of the Work Sanctioning Panchayat. The convenor of the committee so selected will conduct its future meetings. The work cannot be started unless the monitoring committee has been formed. This committee would be apprised by the implementing agency about the estimate of the work, time-frame and quality parameters. The final report of the committee would be attached along with the completion certificate of the work and would also be placed in the next meeting of the Gram Sabha of the Panchayat where work has been executed and also before the general assembly of the Intermediate/District Panchayat if the work has been sanctioned by it. The Chief Executive of District Panchayat/ Intermediate Panchayat/ Secretary of Village Panchayat shall ensure the constitution of such monitoring committees for the works sanctioned by their respective panchayats and to obtain their report before the release of final payment.</p> <p>ii Immediately on completion of works under the programme District Panchayat/DRDA and Intermediate Panchayat shall publicise and inform the Village Panchayats concerned details of such works to ensure transparency, accountability and social control. Village Panchayats should place</p>	<p>A sub para – (iv) may be added after sub-para-(iii) to para-5.18.8 of the guidelines as under:-</p> <p><i>(iv) Copies of muster rolls and bill vouchers and other records shall be made available to any person on demand on a format prescribed under RTI Act.</i></p>
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	<p>these details before the respective Gram Sabhas.</p> <p>iii As regards Village Panchayats, meetings of the Gram Sabha shall be held every quarter on a fixed date, time and place to consider the issues regarding the planning, execution, monitoring and supervision. These meetings shall be open to all members of the village community, who shall be free to raise any issue regarding implementation of the Yojana. The Gram Sabha should also be kept informed about the progress of the implementation of the works under the scheme and all other related issues.</p>	
<b>6.1.4</b>	<p><b>6.1.4</b> Works to be taken up by DPs/DRDAs and Intermediate Panchayats should be labour intensive. Works requiring larger component of materials like cement, steel etc. should not be sanctioned unless the excess cost on material component is provided from other sectoral programme funds.</p>	<p>Para 6.1.4 may be substituted as under:-  <i>Works to be taken up by Panchayat/ Implementing Agency should be labour intensive. The ratio of wage costs to material costs will preferably not less than the minimum norm of 60:40. This ratio may be applied not necessarily for each scheme but preferably at the Gram Panchayat, Block and District Panchayat level. Wages of skilled labourers and mates should be included in the 'material costs.</i></p>
<b>6.2</b>	<p><b>6.2 Administrative Sanction</b></p> <p>The administrative sanction for the works under the Annual Action Plan will be given by the competent authority as decided by the State/UT.</p>	<p>Para - 6.2 may be substituted as under:-  The administrative sanction for the works under the Annual Action Plan will be given by the competent authority as decided by the State/UT. <i>The administrative sanction for all works shall be obtained in advance by December of the year preceding the year of proposed implementation.</i></p>
<b>6.3</b>	<p><b>6.3 Technical Sanction</b></p> <p>The technical sanction would be accorded as per rules of the State Government/Union Territories.</p>	<p>Para – 6.3 may be substituted as under:-  The technical sanction would be accorded as per rules of the State Government/Union Territories. <i>The technical sanction for all works shall be obtained in advance by December of the year preceding the year of proposed implementation.</i></p>

<p><b>6.5</b></p>	<p><b>6.5 Works to be taken up under the SGRY by District Panchayat and Intermediate Panchayats</b></p> <p>6.5.1 In formulating the Annual Action Plan and while taking up the works, District Panchayats/DRDAs and Intermediate Panchayats shall give priority to the works of soil and moisture conservation, minor irrigation, rejuvenation of drinking water sources, augmentation of ground water, traditional water harvesting structures, desiltation of village tanks/ponds etc. and such other schemes of individual nature which are necessary for watershed development. However, since the nature of works is required to be such that they could be completed in one or two years, watershed development projects requiring commitment for a large period shall not be taken up. Other priority works may be construction of rural link roads, farm roads linking agricultural fields, drainage works and afforestation. Other than these, they should essentially take up works that result in creation of durable socio-economic assets such as schools, kitchen sheds for schools, dispensaries, community centers, Panchayat Ghars, development of haats (markets) etc.</p> <p>However, while taking up these works, the Implementing Agencies may take into consideration the facilities being created under Pradhan Mantri Gramodaya Yojana (PMGY) and other Centrally Sponsored Schemes or State Government's schemes.</p>	<p>Para-6.5.1 may be substituted as under: –</p> <p><i>At the time of formulating the Annual Action Plan and while taking up the works, District Panchayats/DRDAs and Intermediate Panchayats shall give priority to the labour intensive works. The illustrative list of such works is as under-</i></p> <p><i>(i) water conservation and water harvesting;</i>  <i>(ii) drought proofing, including afforestation and tree plantation;</i>  <i>(iii) irrigation canals, including micro and minor irrigation works;</i>  <i>(iv) renovation of traditional water bodies, including de-silting of tanks;</i>  <i>(v) land development;</i>  <i>(vi) flood-control and protection works, including drainage in waterlogged areas;</i>  <i>(vii) rural connectivity to provide all-weather access. The construction of roads may include culverts where necessary, and within the village area may be taken up along with drains;</i></p> <p>However, while taking up these works, the Implementing Agencies may take into consideration the facilities being created under Pradhan Mantri Gramodaya Yojana (PMGY) and other Centrally Sponsored Schemes or State Government's schemes.</p>
<p><b>6.6</b></p>	<p><b>6.6 Works to be taken up at the Village Panchayat Level</b></p> <p>6.6.1 All works that result in the creation of durable productive community assets can be taken up under the Programme as per the felt needs of the area/people by the Village Panchayat. However, priority shall be given in the following order:</p>	<p>Para-6.6.1 may be substituted as under: –</p> <p><i>At the time of formulating the Annual Action Plan and while taking up the works, Village Panchayats shall give priority to the labour intensive works. The illustrative list of such works is as under-</i></p> <p><i>(i) water conservation and water harvesting;</i></p>

	<p>(a) Infrastructure support for the Swarnjayanti Gram Swarozgar Yojana (SGSY).</p> <p>(b) Infrastructure required for supporting agricultural activities in the Village Panchayat area.</p> <p>(c) Community infrastructure for education (including kitchen sheds), health and internal as well as link roads (roads linking the village to the main road, even if it falls outside the Panchayat area).</p> <p>(d) Other socio-economic community assets.</p> <p>(e) Desiltation, renovation of traditional village tanks/ponds.</p> <p>6.6.2 While creating rural infrastructure, emphasis should be given on labour intensive works. Purely material oriented works are not to be taken up. It should be ensured that sustainable and cost effective works are taken up under the Programme</p>	<p>(ii) drought proofing, including afforestation and tree plantation;</p> <p>(iii) irrigation canals, including micro and minor irrigation works;</p> <p>(iv) renovation of traditional water bodies, including de-silting of tanks;</p> <p>(v) land development;</p> <p>(vi) flood-control and protection works, including drainage in waterlogged areas;</p> <p>(vii) rural connectivity to provide all-weather access. The construction of roads may include culverts where necessary, and within the village area may be taken up along with drains;</p> <p>Para-6.6.2 may be substituted as under: – While <b>taking up these works</b>, emphasis should be given on labour intensive works. Purely material oriented works are not to be taken up. It should be ensured that sustainable and cost effective works are taken up under the Programme</p>
<p><b>6.10.1</b></p>	<p><b>6.10.1</b> Each Intermediate Panchayat shall maintain an Employment register for the works being implemented within its jurisdiction under its own component which would contain the details of number of persons employed including the number of SCs/STs, gender of the workers and number of mandays generated for each work under the SGRY. This information should be based on the Muster Rolls to be maintained work-wise. This register would be open to the public for scrutiny. Copies of this register shall be made available to public on demand, after charging a small fee if necessary.</p>	<p>The following sub-paras may be added under para 6.10.1 :</p> <p>(i) <i>The responsibility for coordination of employment data will lie with the Gram Panchayat at the village level, with Intermediate Panchayat at Block level and with District Panchayat at District level. Therefore, a mechanism for timely sharing of information has to be ensured. Block Development Officer will be responsible for ensuring that this coordination mechanism is functional. Any problem in this regard will be addressed by CEO, District Panchayat.</i></p> <p>(ii) <i>The format of Employment Register is given in <b>Appendix-VI, which captures proper tracking of</b></i></p>

	<p>The State/UT shall fix the fee. Display board should be put on the work site giving details of the work. Photographs of the works at various stages may also be kept.</p>	<p><i>employment database with muster roll.</i></p>
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