

R. Subrahmanyam
Joint Secretary
Ph: 2338 5027



ग्रामीण विकास मंत्रालय
ग्रामीण विकास विभाग
भारत सरकार
कृषि भवन, नई दिल्ली-110114
Ministry of Rural Development
Deptt. of Rural Development
Government of India
Krishi Bhavan, New Delhi-110114

No. J-16020/55/2012-MGNREGA (Part)

September 23, 2013

To

The Principal Secretary/Secretary (RD),
Secretary (In-charge) MGNREGA,
All States/UTs.

Sir,

Ministry of Rural Development proposes to issue Standard Operating Procedures for quality & wages and maintaining works taken up under MGNREGS. The draft Standard Operating Procedures (SOP), for quality monitoring and maintenance are enclosed herewith for quick comments by the State Governments.

This matter will be taken up for discussion during the PRC being held on 24th & 25th September, 2013.

Yours sincerely


(R. Subrahmanyam))

Encl: As above. (4 + 7 = 11 pages)

You are requested to please send comments/ suggestions latest by 10th October, 2013 at e mail, gnsharma123@yahoo.com or gn.sharma@undp.org.

STANDARD OPERATING PROCEDURE (SOP) FOR MAINTENANCE OF MGNREGA WORKS

1. CONTEXT:

1.1 As per Para 2. Schedule I, MGNREGA, “Creation of durable assets and strengthening the livelihood resource base of the rural poor shall be an important objective of the Scheme”

1.2 The asset after creation will remain durable and strengthen the livelihood resource base of the rural poor only when it is maintained as per its schedule, kept in good shape in all times, restored in cases of damages in natural calamities. If the maintenance of asset is carried out in time as per its schedule/ and restored when damaged in natural calamities, the maintenance cost will be minimal and if it is delayed, the maintenance cost will increase and the durability of the asset will be affected adversely.

1.3 Therefore, the maintenance of assets created under MGNREGA shall be carried as per SOP for maintenance of MGNREGA works issued herewith.

2. CATEGORY OF ASSETS AND LIABILITY FOR MAINTENANCE:

2.1 Current provisions

2.1.1 PUBLIC ASSET: Assets created on common/public land are public assets. **As per Para 5, Schedule I, MGNREGA,** “As part of the Scheme, the State Government shall provide for proper maintenance of the public assets created under the Scheme”. **Para 15.9.1 of MGNREGA Operational Guidelines 2013 also reveals that,** “The completed works will be taken care of as per provisions of converging programme guidelines and in case of works completed under MGNREGA, the State Government shall provide for proper maintenance of the public assets created under the Scheme”.

2.1.2 INDIVIDUAL ASSET: Assets created on land or homestead owned by individual households (as per Para 1C of schedule I, MGNREGA) under MGNREGA are individual assets. The beneficiaries of the assets shall carry out the maintenance of individual assets created under MGNREGA as per the schedule of maintenance worked out for different type of individual assets. The beneficiary, while applying for MGNREGA work on his land or homestead will give an undertaking for regular maintenance of asset as per schedule of maintenance. A typical format of an application by the beneficiary for MGNREGA work on his land or homestead is annexed at **Annexure-1**.

2.2. Need for change:

2.2.1. Maintenance of works has to follow a specific schedule for being retained in working condition. However, release of funds for maintenance of works in State Governments is neither predictable nor adequate. As a result, many assets get damaged wasting the

investments made in creation of assets. Besides, maintenance of assets also provides employment required to meet the demand for works.

2.2.2. During natural calamities, public assets get damaged and non-restoration of these in time dislocates the normal life and livelihoods. Restoration after natural calamities requires substantial investments in short periods, which State Governments do not always succeed in investing.

2.2.3. Many State Governments have requested for allowing maintenance of assets created in MGNREGS in the shelf of works, wherein State Governments meet 25% of the cost of the material as per provisions of the Act.

In view of the above, the following changes in the provisions are made:

2.2 Provisions for Maintenance

1. There shall be a schedule for maintenance of assets created under MGNREGA and asset once created shall necessarily be maintained as per the schedule.
2. The maintenance of individual asset created under MGNREGA will be maintained by the concerned beneficiary after completion, as per schedule for maintenance. Gram Panchayat shall oversee this work and enclose a report in each year's labour budget on the maintenance of these assets.
3. The maintenance of MGNREGA public works and public assets that have been created under MGNREGA will be funded under MGNREGA. However, the maintenance work will be considered as a separate work with pre- measurement and post-measurement, following all the norms under MGNREGA for new work like labour: material ratio etc.
4. The maintenance schedule for assets shall depend on the nature and category of asset. For this purpose, assets created under MGNREGA are classified into 5 categories:
 - a. **Plantation works**, such as, horticulture, plantation and belt vegetation in coastal areas on individual land and drought proofing including afforestation and tree plantation on common/ public land shall be maintained as follows:

Category	Period
Horticulture and plantation species	Up to 5 years depending on species
Forestry species	Up to 3 years depending on the species

Thereafter, the regular maintenance of plantation on individual land will be carried out by the beneficiary and plantation on common land under MGNREGA by the Gram Panchayat.

- b. **Earth workson public lands:** Water conservation and water harvesting structures, irrigation works, land development, flood channels, traditional water bodies onpublic/common land shall be **maintained every year**.
- c. **Earth workson private lands:** Dug out farm pond, land development on individual land, farm bunding, water conservation and water harvesting structures in the private lands benefiting individual farmers shall be maintained by the beneficiary.
- d. **Works with material component on individual lands:**Works with material component on private lands which are expected to have at least 5 years of life - such as, NADEP composting pit, Vermi composting pit, liquid bio-manure pit, poultry shelter, goat shelter, cattle shed, fish drying yard, individual household latrines on land or homestead owned by an individual (as per Para 1C of schedule I, MGNREGA) will be maintained by the beneficiary after completion as per schedule for maintenance.
- e. **Works with material components in public lands:**Works with material component on public lands which are expected to have at least 5 years of life Stop dams, pucca works for rural connectivity, AWC, BNRGSK buildings on common/ public land shall be maintained once in **every 3 years after completion**by the Gram Panchayat.

A detailed typical schedule of maintenance is given in Annexure-3. However, it will vary place to place depending on local agro-climatic and hydro-geological conditions

3. SURVEY, PLANNING, ESTIMATION, SANCTIONING, EXECUTION AND MEASUREMENT OF MAINETANANCE WORK:

3.1 Typical estimates for maintenacepart of execution of work will be prepared by the respective states for different type of works based on local agro- climatic, hydro-geological conditions and design of works. The estimate for execution of MGNREGA new works will be in two parts, one part will be estimate for execution of new works and second part will be for maintenance to be carried out simultaneously/ in continuation of execution of works.

3.2 Estimates for maintenance works to be carried out after completion of work along with the maintenance to be carried out simultaneously/ in continuation, will be prepared after conducting inspection/ required sample survey.

3.3 Administrative& financial sanctionfor maintenance will be issued by the authority, authorised for new MGNREGA works and **technical sanction** will be issued by the one higher authority, authorised to issue technical sanction for new MGNREGA works.

3.4Measurementwill be taken before maintenance and after maintenance and will be recorded in the M/B and accordingly quantum of work carried out will be worked out and payment will be made after due checking by the competent authority.

3.5 Task of different type of maintenance works to be carried out by MGNREGA worker will be worked out by carrying out systematic time motion studies.

3.6 Maintenance team of 4 Job Card holders household willing to carry out maintenance work for a group of assets will be formed, so that each of these 4 job card holder household can be assigned maintenance work for 100 days in a year in rotation. This will help in continuity of availability of labour, in fixing the responsibility of particular households and quality in maintenance.

3.7 Asset maintenance register for public asset created under MGNREGA will be maintained by the GP. A typical format is at **Annexure-2**.

Annexure-1:

(Application Form for work and for MGNREGA works on individual land)

To,
Sarpanch
Gram Panchayat-----,
Block -----,
District-----

To,
The Programme Officer,
Block -----
District-----

Date----- Application Code----- (To be filled by Office)

Subject: Application for work and MGNREGA work on my land.

Sir/Madam,

I hereby submit my application for work under section 5(1) and Paragraph 9 of Schedule-II of MGNREGA. The details of my request and the period for which work is required are:

S.No.	Name of the applicant with Father's Husband's name	Address	Job Card Number	Period(s) from which employment is needed		Requirement of Crèche (Yes/No)
				From	To	

I am willing to work for at least 14 continuous days in the work allotted to me. Under section 4(3) and Paragraph 1C of Schedule-I of MGNREGA, I also want to get Land Development/ Irrigation Facility/ Horticulture/ Plantation/ NADEP composting pit/ Vermi composting pit/ liquid bio- manure pit/ poultry shelter/ goat shelter/ cattle shed/ fish drying yard/ work carried out on my land/ homestead. The photo copy of khasra map of my land/ homestead is enclosed herewith. The other required details are as follows-

- 1. Total land holding, Area (khasra No.):** -----Hectare (Khasra No. ----)
- 2. Land holding, Area (Khasra No.) on**
Which work is to be carried out: -----Hectare (Khasra No. -----)
- 3. My Job Card No. is**-----
- 4. Declaration** that the maintenance of asset created under MGNREGA on my land/ homestead, as per the prescribed schedule of maintenance by the State will be my responsibility.

(Signature/ LTI Thumb Impression of the Applicant)

ACKNOWLEDGEMENT RECEIPT (for office use only)

Received application for work from Shri -----s/o / w/o-----
----- of village-----who's Job Card Number is-----
-----On date----- (date/month/year).

(Signature of Sarpanch/ Programme Officer)

Annexure-2

MAINTENANCE REGISTER FOR ASSETS CREATED ON PUBLIC LAND UNDER MGNREGA

S. No.	Name of asset	Year of creation	Entered in asset register at page number	Post plantation/ construction maintenance due on (month/ year)	Post plantation/ construction maintenance		
					AS & FS No./ TS No.	carried out on (month/ year)	Amount spent
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)

Annexure -3

S. No.	Type of work	Routine maintenance	Natural calamity maintenance
1.	Plantation work	Weeding, hoeing, watering, manuring, insect/ pest control for 3-4 years in case of horticulture plantation and 2-3 years in case of forestry plantation as a part of execution of works. Thereafter, post plantation maintenance as per species wise model estimates.	Because of drought, flood, typhoon etc., based on survey and estimation.
2.	Kachha work	1 st year after completion of work and after 1 st rain i.e. repairing rills & gullies, ruts & potholes, backfills, clearing drainage system, clearing and cutting weeds, repairing designed slopes as a part of execution of works. Thereafter, post construction maintenance after every rainy season, based on inspection/ survey.	Because of flood, cloud burst, typhoon etc., based on inspection/ survey and estimation.
3.	Pucca work	In case of water harvesting structures and building repairing after 1 st rainy season as per need based on survey, like repairing leakages/ dampness, earthen refill etc. as a part of execution of works. Thereafter, post construction maintenance after every 5 years based on inspection/ survey.	Because of flood, cloud burst, typhoon etc., based on inspection/ survey and estimation.

STANDARD OPERATING PROCEDURE (SOP) FOR QUALITY MANAGEMENT OF MGNREGA WORKS

In continuation to the guidelines on “Quality management of MGNREGA works” issued vide chapter 14 of the MGNREGA Operational Guidelines 2013, following additional guideline are issued herewith.

Optimum utilization of scarce available resources will be possible only when required quality management of MGNREGA works are carried out timely and systematically, so that the MGNREGA works are economical, productive and durable. To achieve it, following steps/ activities are to be carried out in selecting work and site, survey, planning, designing, layout, execution and follow up.

1. ECONOMICAL:

To carry out a work there may be different alternative sites, from where we can get better output per unit expenditure. For illustration, while locating water harvesting structure there may be different available sites where different storage capacity is available, therefore among these alternate sites we have to select a site, where the size of WHS i.e. length and height required to be constructed is minimal and water storage capacity is optimum. This can be quantified by working out construction cost per cubic meter of water storage. **The site where the construction cost per cubic meter of water storage is minimal will be selected.**

2. PRODUCTIVE:

While selecting a work and the site, the outcome/ utility of the work have to be spelled out and quantified. For illustration if a WHS is proposed to be constructed, how many wells will be benefited or how much area will come under irrigation etc. If plantation is proposed in an area, than in how many years, how much production/ income it will generate.

2.1 INDIVIDUAL ASSET: In case of an individual asset, the increase in benefit/ production after executing MGNREGA work on his land/ household is to be assessed before taking a work and to be mentioned in the proposal for AS&FS and to be quantified in detail in the proposal for technical sanction. For illustration, if a proposal is to do contour bunding on a beneficiary field than how much soil erosion will be checked, how much rain water will be conserved and how much increase in productivity will be there.

2.2 COMMUNITY ASSET: In case of community asset, the beneficiaries who will be benefited and the utility/ productivity after executing MGNREGA work on community land is to be worked out/ assessed before taking a work and mentioned in the proposal for AS&FS and to be quantified in detail in the proposal for technical sanction. For illustration if we are

constructing a pond than to whom it will be of utility, how many wells will be recharged/ how much area will come under irrigation/ will be used for bathing/ washing/ drinking water for cattle's or fisheries etc.

3. DURABLE:

As per Para 2, schedule I of MGNREGA "creation of durable assets and strengthening the livelihood resources base of the rural poor shall be an important objective of the scheme". The assets will be durable only when the work site is properly selected, required survey, design & planning has been carried out/ made, proper layout has been given and all required norms have been followed in execution of work etc.

4. TYPICAL UNITS: Typical units of expected economy, productivity and durability of MGNREGA assets are at annexure-1. However, it may vary place to place depending on local agro-climatic and hydro-geological conditions.

5. WHO: As per the chapter on "Quality management of MGNREGA works" of the MGNREGA Operational Guidelines 2013 all these activities are to be carried out by the implementing agency through the internal quality supervision team. The State Government will prescribe roles and responsibilities of the Technical Assistants at GP level and the technical staff at Block/ District level to carry out these activities, supervise, provide guidance and monitor whether activities are being performed at levels prescribed and specify norms for each of the activities.

5.1 The authority issuing technical sanction has to examine the proposal and ensure that the proposal received for technical sanction carry all the required details i.e. technical note indicating the cost per unit output, productivity & durability of asset, survey sheet, design, drawing, and estimate etc.

6.FOLLOW UP: Under quality monitoring by external monitors, the SQMs of the district will visit and check all the works being carried out in the district at least once in life time of work execution.

6.1 Under follow up, on the inspection/ monitoring / social audit, if there is shortfall in the activities to be performed to make the asset economical, productive and durable and affecting adversely on the asset, as identified by the inspecting officer/ SQMs or in the Social Audit, the concerned authority issuing Technical Sanction or concerned official executing the work, who ever held responsible will be penalised under section 27(2) of MGNREGA.

ANNEXURE-1

TYPICAL UNITS OF EXPECTED ECONOMY, PRODUCTIVITY AND DURABILITY OF MGNREGA ASSET

S. NO.	MGNREGA WORKS	ECONOMY	PRODUCTIVITY	DURABILITY
i)	Water conservation & water harvesting works	Cost of construction per unit of storage of water/ unit area benefited	Number of wells recharged/ area brought under irrigation/increase in production	i)Pucca work 15 - 25 years ii) Kachha work-5-10 years
ii)	Afforestation & tree plantation	Cost per unit area/ plant till the tree is grown up (3-4 years)	Benefit per tree till its total age	Afforestation trees, 15-25 years
iii)	Irrigation canal including micro and minor irrigation	Cost per unit area brought under irrigation	Increase in productivity in a year by taking number of crops in a year	15-25 years
iv)	a)Irrigation facility/ horticulture/ plantation/ b) farm bunding/ land development	Cost per unit area brought under irrigation/ plant till it is productive/ unit area developed	Area covered under irrigation/ plantation/ land development/ Increase in productivity in a year by taking number of crops in a year	a) 15-25 years b) 10-15 years
v)	Renovation of traditional water bodies including desilting of tanks	Cost per unit increase in storage capacity of water/ cum silt removed	increase in storage capacity of water	10-15 years
vi)	Land development	Cost per unit area developed	Area developed/ increase in productivity per annum	10-15 years
vii)	Flood control & protection works	Cost per unit area developed	Area developed/ increase in productivity per annum	10-15 years
viii)	Rural connectivity	Cost per Km. length of connectivity	Number of villagers benefitted	10-15 years

ix)	Construction of BNRGSK	Cost per unit covered area	Number of villagers benefitted	20-25 years
x)	Agriculture related works	Cost per unit capacity of producing manure at a time	Capacity to produce kg. of compost/ manure per annum	5-10 years
xi)	Livestock related works	Cost per unit covered area	Number of poultry/goat/ cattle benefitted	10-15 years
xii)	Fishery related works	Cost per unit fish produced per annum	Quintal fish produced per annum	5-10 years
xiii)	Works in coastal areas a) fish drying yards b) belt vegetation	a) Cost per unit covered area b) Cost per unit covered area/ number of plants	a) Quintal fish can be dried per annum b) area benefitted	a) 10-15 years b) 15-25 years
xiv)	Rural drinking water related works such as soak pits, recharge pits	Cost per unit cum water recharged/ earth excavated	Area benefitted/ quantity of water recharged	a) 3-5 years
xv)	rural sanitation related works	Cost per unit toilet/ solid/ liquid managed	Number of persons benefitted	a) 10-15 years
xva)	Construction of AWCs	Cost per unit covered area	Number of children benefitted	15-25 years