

# **People's Estimate Procedural Guidelines**



Dr MCR HRD IAP Campus  
Road No. 25 Jubilee Hills  
Hyderabad - 500033

## **Prelude**

Public works constitute a major part of expenditure and several engineering departments of the Government of Andhra Pradesh (GoAP) are involved in executing public works. About four decades ago, the Public Works Department (PWD) used to be the single agency for the execution of public works. However, with the emergence of the Panchayat Raj Institutions (PRI) and increased outlays on housing, rural development and welfare sectors in the annual plans of the State and Central Governments, public works are being carried out on an extensive scale by the Irrigation and Command Area Development, Panchayat Raj, Public Health, Roads and Building, Tribal Welfare, Housing and other Corporations. After 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the constitution, decentralization has taken place in the PRI and local bodies in Andhra Pradesh. The GoAP has taken a policy decision to transfer a number of additional functions to the Zilla Parishads, Mandal Parishads and Grama Panchayats. In this new set-up the PRI and the local bodies will play a major role in the execution of rural works.

In the present good governance scenario, we are witnessing an increasing concern for accountability, transparency, responsive and stakeholder interventions in Public Administration. This calls for application of tools of transparency, accountability and public participation through a holistic approach in the departments concerned with public works in the Government of Andhra Pradesh. The key advantages that would accrue as a result of taking up the rural works through people's participation would be in the form of reduced cost of works, better quality and timeliness of works, people's ownership, better accountability & transparency and check on corruption.

This is the best time to institutionalize people's participation in taking up all developmental works within the purview of panchayats by forming people's committees. Translating this concept into action, the District Administration in East Godavari through Panchayat Raj Engineering Department and with the active participation by the then Honourable Speaker, Members of Parliament and Members of Assembly, started rural works with public participation during 2001 under a new name, "People's Estimate".

A group of consultants from CGG have examined the procedures involved, inspected few important works in East Godavari District and prepared a booklet containing the guidelines and procedures to be followed and implemented in other districts also. It is hoped that by making available this booklet to all the panchayats, rural public works can be taken up by public themselves by forming committees which ensure speedy execution of works with quality and economy based on the principles of transparency and accountability.

Dr. P. K. Mohanty, I.A.S.  
Director General & Executive Director  
Centre for Good Governance  
Hyderabad  
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## **1 Facilitating People's Participation in Rural Works**

Development of the rural hinterland requires the creation of basic rural infrastructural facilities in the forms of roads, schools, health facilities, water supply & water harvesting structures, community halls etc. The persistent failure of governing institutions to ensure basic infrastructural facilities at the local level necessitates the creation of alternative modes of delivery with in-built checks and balances to ensure better accountability and transparency.

Institutionalising people's participation in the conduct of rural public works is a necessary first step towards ensuring better accountability and transparency. Apart from an improvement in the quality and timeliness of works, people's participation would ensure reduction in construction cost, reduction in the workload of engineers, control of corruption and reflection of the local level needs in developmental works. Towards this end, it is important to institutionalize the people's participation to take up all development works within the purview of the Grama Panchayat. This calls for awareness generation programmes through 'Grama Avagahana Sadassus', formation of 'People Committees' at the local level for undertaking rural public works & maintenance of assets and capacity-building programmes for enhancing the capability of the committees. It is important to involve all key stakeholders in this process. The active support of the elected people's representatives and officials at district, mandal and panchayat levels is crucial to its success.

In this regard, the experience of 'People's Estimate' in East Godavari district can provide key inputs for facilitating people's participation in rural public works. Under the leadership of the District Collector, the administration in East Godavari initiated a large number of works with people's participation in 2001. The entire district administration and Panchayat Raj Engineering Department were involved in the exercise. At the request of the District Collector, the Hon'ble Members of Parliament and Members of Legislative Assembly also participated and extended their support. The then Hon'ble Speaker of Lok Sabha also participated in the Avagahana Sadassus and helped to accelerate the pace of taking up works under the concept of People's Estimate. As a result, many rural development works were successfully taken up in East Godavari District under the concept of People's Estimate. Though, all the payments were made by the Panchayat Raj Engineers, all other activities under the concept of People's Estimate were carried out by the People's Committees. The positive experience of this concept from East Godavari clearly provides a case for extending it to other parts of the state and the country.

The procedural guidelines contained in this document have been designed to aid the government to enable people's participation in undertaking rural development works. In order to make the concept of People's Estimate successful in implementation, it is essential to follow all the guidelines scrupulously. The sequence of works in progress, relevant activities and the functioning of the committees should be monitored and immediate remedial measures, if required, should be taken concurrently. Overall, the concept of People's Estimate is aimed at fostering greater accountability by enhancing people's participation in developmental works.



## Village Infrastructure – Public Participation

## **2 Introduction to People's Estimate**

The various processes in the normal procedure of undertaking rural engineering works pertain to the following:

### **2.1 Government Estimate**

The estimates prepared by the Engineering Department based on the standard schedule of rates, are termed as Government Estimates. These estimates are prepared as per the standard data which includes specific standards and rates for arriving at the cost for different structures. Generally, these Estimates are prepared in English language only. The 'Units' used for preparing the Estimates are not easily comprehended by the general public. Preparation of estimates is followed by technical approval by the authority concerned, tendering an entrustment to successful contractors.

#### **Standard specifications**

The Indian Standard Institute (ISI) has prescribed specific standards for various components of structures. These are called "Standard Specifications". It is mandatory to follow these standards scrupulously. The design of the structure varies depending on the specifications of mortars, concretes, composition of materials etc.

#### **Standard Schedule of Rates**

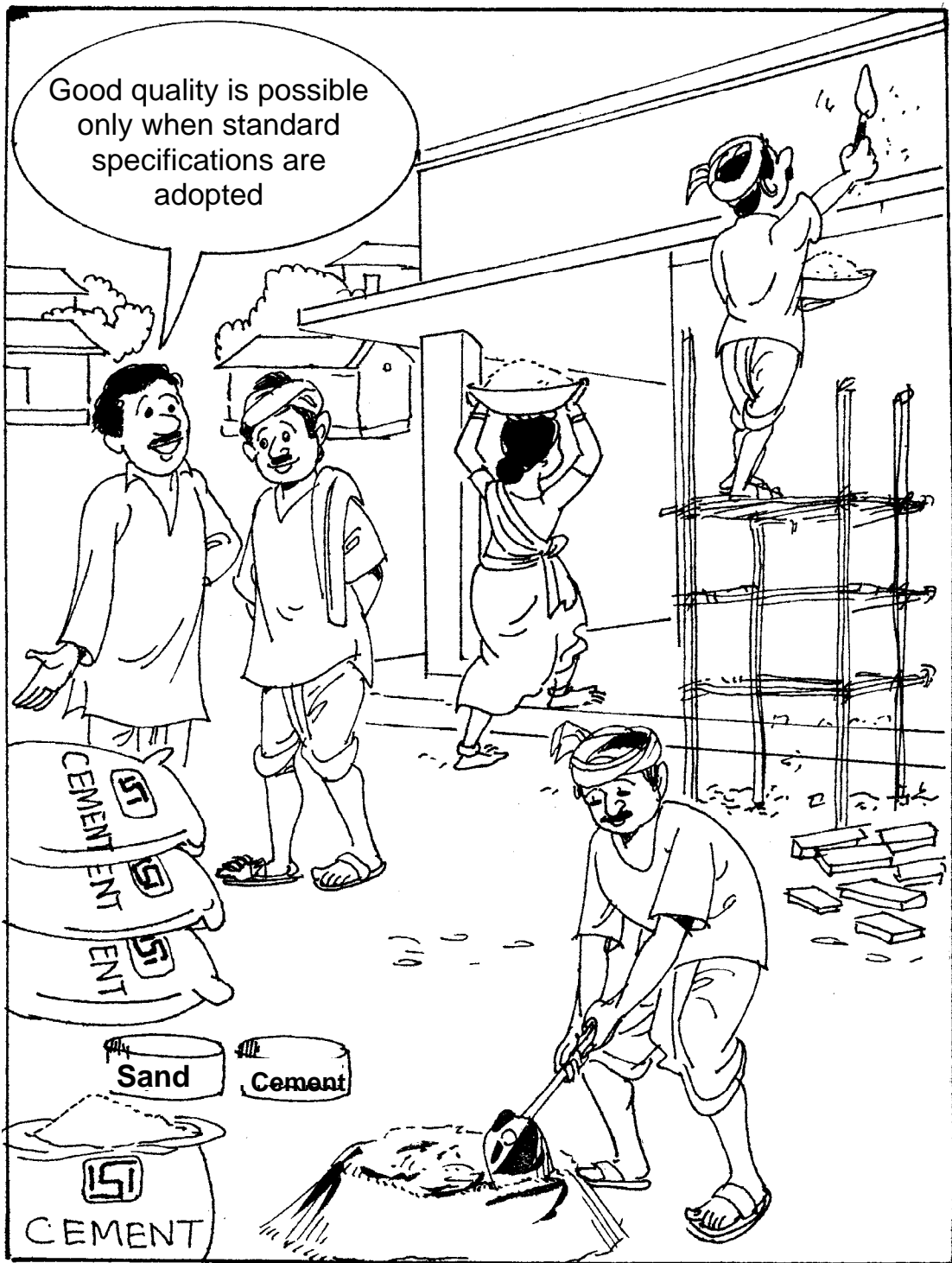
The Board of Chief Engineers have prepared rates for various items based on the information collected from the experienced field engineers. These rates are called "Standard Schedule of Rates". These are updated every year and are effective from 1<sup>st</sup> July every year. At present these rates are applicable for all the departments in the state. However, given that the actual rates for material and manpower differ across districts, it is necessary to prepare district-wise schedule of rates.

Department engineers are required to prepare the 'Government Estimates' based on standard specifications and standard schedule of rates.

After according Administrative approval to the Government Estimate which is prepared according to the prescribed stipulations, the Panchayat Raj Department is required to accord technical sanction.

The powers of Panchayat Raj Department Engineers for according technical sanction for estimates are as indicated below:

- a. Deputy Executive Engineer --- up to Rs. 2.00 lakhs
- b. Executive Engineer --- above Rs. 2.00 lakhs and up to Rs. 10.00 lakhs
- c. Superintending Engineer --- above Rs. 10.00 lakhs and up to Rs. 50.00 lakhs
- d. Chief Engineer --- more than Rs. 50.00 lakhs



**Standard Specifications – Quality**

## **Working Estimate**

After starting the work, certain changes may be necessitated in the execution of work. The inspecting officers also may suggest certain changes. The revised estimate based on these changes is called 'Working Estimate'. Technical sanction is required to be given for this estimate also.

## **Standardization of estimates**

When the same type of work is required to be taken up in different places, relevant estimates are often standardized by adopting standard plans and measurements. Due to this procedure, the workload on the engineers comes down significantly. For this, a standard plan is prepared and approved. A schedule is worked for payments at various stages of work such as basement level, lintel level, roof level and balance payment. This schedule of payment is usually done in the contract. It is because of this procedure, the process of bills payment becomes easy.

## **Rural works and Government's Estimates**

The normal procedure of execution of rural works suffers from a few handicaps.

- It is not conducive to enable participation and ownership of the local people in the execution of the works. The lack of people's participation has an effect on accountability of government functionaries often resulting in time and cost overruns and poor quality of works.
- The process is often not easy to comprehend for the local people since units referred to by the government and the local people differ.
- The rates specified in government estimates are standardized and do not vary across regions – estimates in line with local rates can lead to greater savings.
- The normal procedure lacks transparency and promotes a culture of corruption.

## **2.2 The concept of People's Estimate**

The People's Estimate is an estimate that can be prepared in local language through a participatory process by using similar standard specifications but based on local market rates and local units.

The process of preparation of People's Estimate and subsequent monitoring and execution of rural works can ensure:

- Help the local people to participate and take ownership and, thus, enhance accountability.
- Make the process easy to comprehend for the local people.
- Enable more realistic estimates based on local rates.
- Enforce transparency.



## 2.3 Definition of key terms

### Market Rates

The rates at which the local people purchase materials are called 'Market Rates'. Construction materials of good quality should be purchased at competitive rates to minimize the cost of construction.

### Local Units

The units used by the local people are called 'Local Units'.

The table below highlights differences in the units used in government estimates and units used locally.

Sl. No.	Parameter	Standard Units Adopted in the Govt. Estimates	Units Used Locally
1.	Volume (Metal, Sand, Stone)	Cubic Metres	Lorry Loads
2.	Length and Width	Metres	Feet
3.	Cement	Metric Ton	Bags
4.	Steel	Kilogram	Size and Number of bars
5.	Wood	Cubic Metres	Cubic Feet

### Works Committee

The Committee elected by the village people to take up rural works and if such Committee is registered, the same is called "Works Committee".

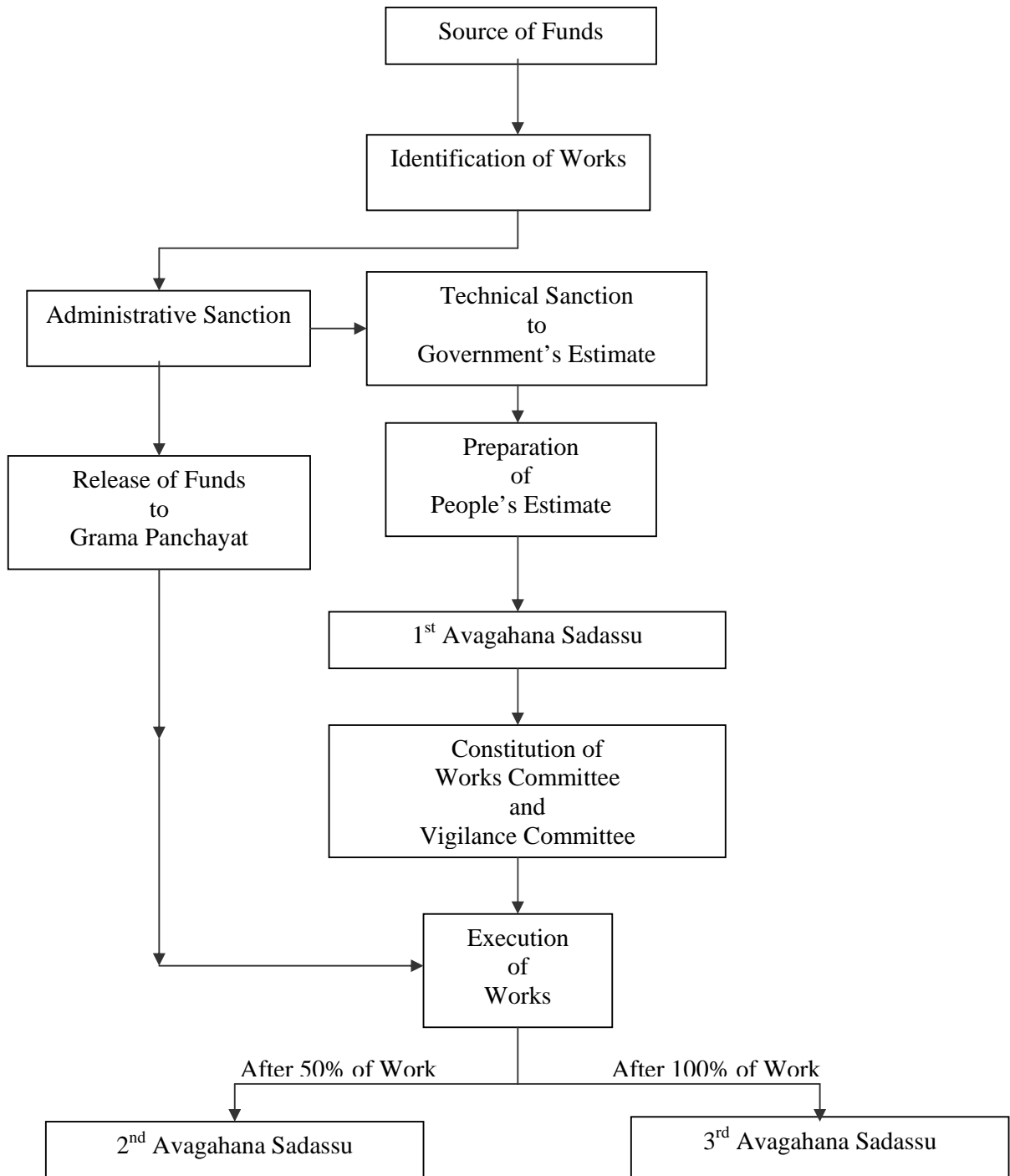
### Vigilance Committee

The committee formed in the 'Grama Avagahana Sadassu' to monitor the functioning of the Works Committee and to ensure quality and progress of works is called a Vigilance Committee.

### Grama Avagahana Sadassu

Whenever a work (or a set of works) is required to be taken up in a village or habitation, a meeting is arranged with the people to explain all the details of the work(s) that are to be executed to all the stakeholders for taking certain decisions is called "Grama Avagahana Sadassu".

## 2.4 Flowchart of activities



### 3 People's Estimate – The Process Explained

#### 3.1 Source of funds

The various sources of funds for the works proposed under the purview of Grama Panchayat and officers who accord administrative approval are indicated below:

<b>Funds</b>	<b>Authority to Accord Administration for Approval</b>
• General Funds from Panchayat	Grama Panchayat
• Seignorage Charges	Grama Panchayat
• Sampoorna Grameen Rojgar Yojana (SGRY)	Grama Panchayat
• MPLADS	District Collector
• General funds from Zilla Parishads	Zilla Parishad
• General funds from Mandal Parishads	Mandal Parishad
• Funds from Other State Schemes	District Collector
• Drought Funds	District Collector
• Anganwadi Funds	District Collector
• Decentralized Plan Funds	District Collector
• 11 <sup>th</sup> Finance Commission Funds	District Collector
• Soil Moisture Conservation Funds	District Collector
• Agriculture Market Funds	District Collector
• Minor Irrigation Sources Funds	Zilla Parishad
• Drinking Water Scheme Funds	Zilla Parishad/Government
• Sanitation Funds	Zilla Parishad/Mandal Parishad
• Funds for School Buildings	District Collector/Zilla Parishad/ Mandal Parishad

#### 3.2 Identification of works

Soon after the source of funds is identified, the work should be identified by the Panchayat based on the immediate needs of the village.

The following minor works under the purview of Panchayat can be taken up by people themselves by forming Committees.

- Link roads (joining the main highway)
- Internal Roads
- Drains
- School Buildings
- Library Buildings
- Community Halls
- Mahila Mandali Buildings
- Anganwadi Buildings
- Community Latrines
- Protected Water Supply Schemes.
- Water Harvesting Structures
- Bore wells (for drinking water)
- Vegetable Markets

- Minor Irrigation Sources
- Percolation Tanks
- Check Dams
- Maintenance of assets already created.

### **3.3 Administrative sanction**

- Grama Panchayat accords administrative sanction for all works proposed with the funds from the Panchayats.
- Mandal Parishad accords administrative sanction for all works proposed with the funds from Mandal Parishads.
- Similarly Zilla Parishad accords administrative sanction for all works proposed with the funds from Zilla Parishads.
- The District Collector accords administrative sanction for all works proposed with the funds from other sources.

### **3.4 Release of funds to Grama Panchayat**

Whenever works are taken up through people's committees, ready and easy availability of funds needs to be ensured for making prompt payments. In respect of all the works taken up under the purview of Grama panchayat, required funds (from all the funds mentioned at 1.5.1) shall be credited to the account of Grama Panchayat immediately after relevant administrative sanctions are accorded. This will help in completing the works within the specified time frame.

### **3.5 Technical sanction to Government's Estimate**

After obtaining the necessary administrative sanction, technical sanction to the Government's Estimate should be accorded by the departmental engineers.

- In respect of Government's Estimates, the mandal engineer shall be empowered to accord technical sanction for the works worth up to Rs. 50,000.
- For the works costing more than Rs. 50,000 it is enough to accord technical sanction by the Engineers with the existing powers.

### **3.6 Preparation of People's Estimate**

The People's Estimate is prepared after administrative and technical sanctions have been accorded to the government for estimation.

1. Minor works under the purview of Panchayat can be taken up by people themselves by forming committees. These are indicated in section 3.2.
2. The same engineers preparing the Government's Estimate should prepare the People's Estimate also.
3. Consultant engineers can also be entrusted to prepare the Government's Estimates and as well as People's Estimates.
4. The market rates for the required construction materials should be ascertained with the cooperation of the committee members.



**Women's Involvement**

### **3.7 First Avagahana Sadassu**

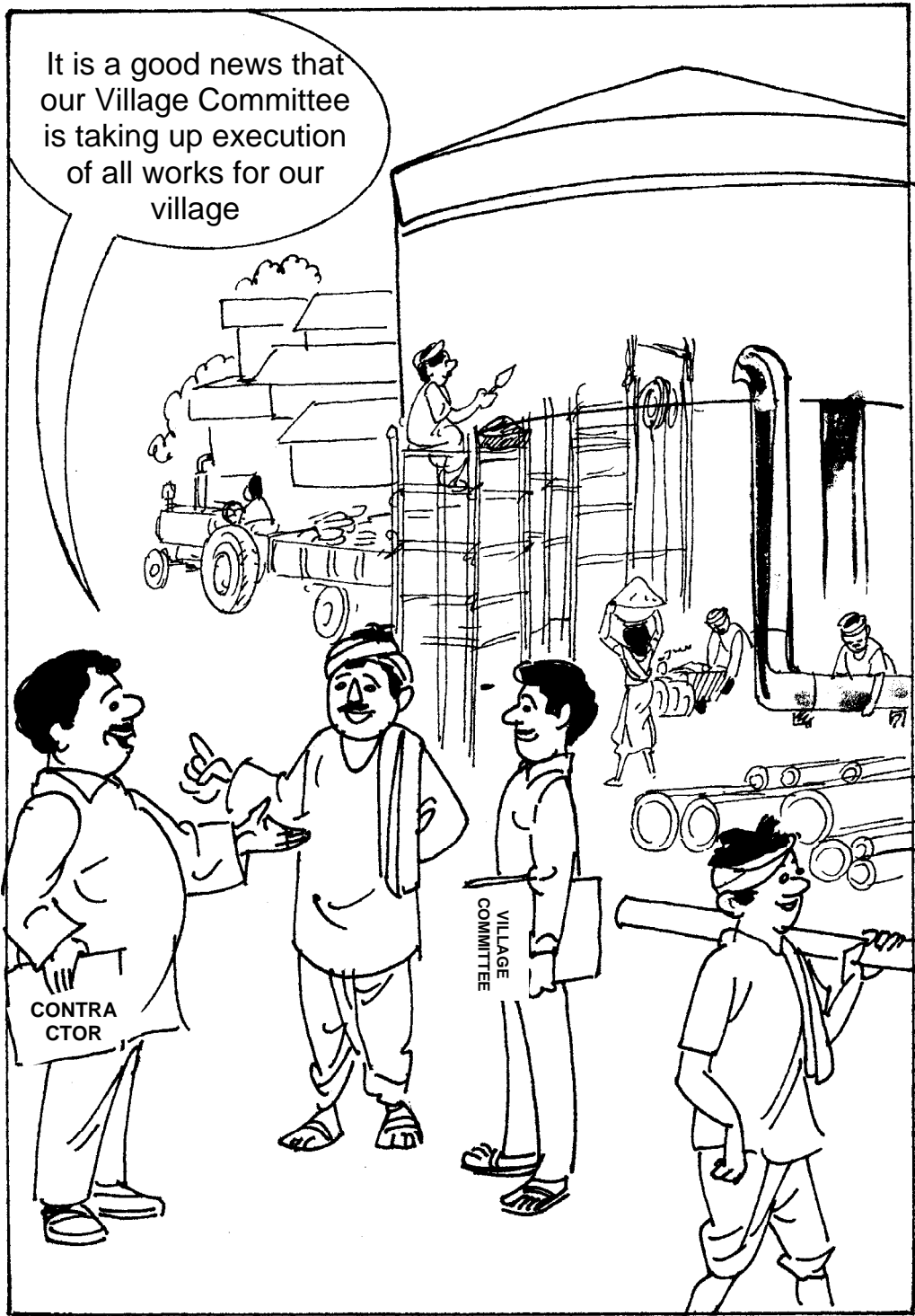
The first Avagahana Sadassu (Surveillance Committee) should be organized soon after obtaining Administrative Sanction for any work. In this Avagahana Sadassu,

- All the provisions made in the Government's Estimate and People's Estimate should be displayed on a board before all the participants.
- The market rates indicated in the People's Estimate should be informed to the participants.
- All doubts should be cleared and clarifications provided.
- Capable persons from the Sadassu shall be identified and a Works Committee shall be formed. A resolution should be passed accordingly.

### **3.8 Works Committee**

A Works Committee should be formed to take full responsibility for the execution of work(s). The jobs such as land acquisition, holding discussions with the Engineers, purchasing required materials at market rates, arranging for safe storage of materials, ensuring quality of the purchased material, bargaining with the labour about skilled personnel, supervision on them and on the work and ensuring quality in the works are all the responsibilities of the Works Committee.

- The members of the Works Committee identified during the first Avagahana Sadassu shall elect a president. All residents of the village are eligible to become members of the Works committee. The committee should consist of at least 2 women as members.
- In respect of works for which administrative approval was given by the Grama Panchayat, the Sarpanch or Panchayat members cannot be made members of the Works Committee.
- The Works Committee shall not sublet the work to a contractor under any circumstances. A resolution is required to be passed accordingly.
- In order to give legal status to the Committee, it shall be registered under Societies Act.
- If the funds are from Grama Panchayat, then the Works Committee shall conclude agreement with the Grama Panchayat. In respect of works taken up with other funds, the Committee shall conclude agreement with the Deputy Executive Engineer of Panchayat Raj Department.
- An account in the name of the Committee shall be opened in a scheduled bank. The transactions should be done in the name of official designation i.e. Chairman/President, but not in the name of any person.
- The responsibility of maintaining the Accounts pertaining to works, rests on the Works Committee.
- The maintenance of stores register for the works is also the responsibility of the Works Committee.
- The responsibility of getting the measurements for the constructions entered in the 'M' Book is also the responsibility of the Works Committee. For this, the services of consultants/engineers can be used. The engineers of Panchayat Raj Department are required to verify the measurements for their correctness.



**Contractors, Village Committees Cooperating**

- The entire responsibility to implement the standard specification indicated either in the departmental estimate or People's Estimate rests on the Works Committee.
- Acquisition of land and getting the same registered is also the responsibility of the Works Committee.
- The participation of any contractor is prohibited in the entire process of construction.
- To enhance the sense of ownership of works, the Works Committee can accept the bricks, sand, stone etc. as donations from them. The names of such donors can be written on the constructions with the approval of the Grama Sabha (Avagahana Sadassu).
- It is the sole responsibility of the Works Committee to complete the construction within the agreed time frame.
- All the payments by the Committee shall be made by cheques only and relevant receipts shall also be obtained.
- The supervision of construction activity can be taken up by any one of the Committee members. Alternatively, one manager can be arranged for such supervision for fees to be arranged by the Committee. However, the Committee will be completely responsible for any lapse in the construction.
- Before taking up works, during the execution of works and after completing the works, relevant photos should be taken and kept in the works register.

### **3.9 Vigilance Committee**

Similarly, a Vigilance Committee should be formed to keep a watch on the style of functioning of the Works Committee, to ensure proper quality of works and to identify/rectify lapses, if any.

- The members of the Vigilance Committee should be selected during the first Avagahana Sadassu.
- The members of the Vigilance Committee should be selected from the beneficiaries only. It is better to select only knowledgeable and sincere villagers as members from the lanes/area where the works are being proposed to be taken up. It is essential to encourage women to become members of the Vigilance Committee.
- The key responsibility of the Vigilance Committee is to ensure and to maintain high quality standards.
- The Vigilance Committee should function with utmost responsibility. It shall work in harmony with the Works Committee. It should cooperate to complete the works well before the stipulated timeframe.
- The Vigilance Committee should help and guide the Works Committee while assessing the market rates.
- If the directions given by the Vigilance Committee are not honoured by the Works Committee, such issue shall be brought to the notice of Avagahana Sadassu. The Avagahana Sadassu should ensure prevention and recurrence of such incidents.
- If necessary, the Vigilance Committee can get the quality of the materials tested in the regional/local testing laboratories. Necessary steps should be taken accordingly.



### **3.10 Agreement**

In the process of taking up and completing a work, the paper signed by two parties (the authority ordering the party to do the work and the party doing the work) is called 'Articles of Agreement'.

- For the works taken up with the Panchayat Funds, one party is Grama Panchayat and the other party is the Works Committee.
- For all other works, one party is the Deputy Executive Engineer, and the other party is the Works Committee.
- As per the rates mentioned in the Agreement, bills should be prepared at periodical instalments. This procedure applies in respect of all the intermediate bills. The total of payments will be restricted to the lesser one of the actual expenditure (amount arrived as per market rates) and the Government Estimate. If the total actual expenditure is more than the Government Estimate, then the Works Committee should bear the excess amount.
- The procedure to make payment in periodic instalments should be incorporated in the agreement. Payments will be made for the bills after Mandal Engineer countersigns the certificate issued by the Panchayat Secretary.
- The responsibility of getting the measurements recorded rests with the Works Committee only. This should be incorporated in the agreement.
- It is the duty of the Works Committee to get the bills prepared based on the 'M' Book measurements.
- The Mandal Engineer should be empowered to check measure for the works costing up to Rs. 50,000.
- For the works costing more than Rs. 50,000 the Deputy Executive Engineer shall check measure of works.
- The Articles of Agreement should be prepared in simple language and shall be implemented.
- One of the most important clauses of the 'Articles of Agreement' is 'Timeframe' to complete work. Both the parties signing the agreement should work with cooperation to complete the work within the agreed timeframe.

### **3.11 Execution of works**

Once the administrative sanction is given for a work, then the Engineers gives technical sanction. Execution of works can only take place after technical sanction and after constitution of Works and Vigilance Committees.

- The Engineer preparing the Government Estimate should work out a schedule of the number of instalments required to make payments and the amount to be paid for each instalment and incorporate the same in the agreement before the agreement is signed by the Works Committee.
- Along with the estimate, the plan, reinforcement drawings (procedure for arranging steel rods) required for various phases of the construction should be prepared and approved as per standards, and the copies of the same shall be handed over to the Committee on the same day of expiry of the agreement.

### **Economy in the construction cost**

- The prices of the required construction materials should be fixed only after due bargaining.
- After enquiring at 4 or 5 places, required materials should be purchased from the sellers who sell the quality materials at lesser rates.
- The efficiency of the workers and labour should be assessed from time to time and necessary action shall be taken.
- Indiscriminate purchase of materials should not be resorted to. The purchases should be limited to actual requirement from time to time. Steps should be taken to eliminate wastage.
- Sometimes during any part of the year the cost of important materials like cement, steel, bitumen or wood may abnormally increase or decrease. The influence of such variations will have significant impact on the construction cost of structure. In such cases, materials at changed rates can be purchased after obtaining specific approval from the Superintending Engineer. However, the changed rates shall be made applicable only for the works done after taking approval of these rates by the Superintending Engineer of the District. Otherwise the Committee may face loss which may lead to delay in the construction.
- It is the responsibility of the Engineers to prepare and accord sanction to the working estimate taking into consideration the changes, additions and deletions taking place in the middle of the construction.

### **The role of Panchayat Secretaries**

The Panchayat Secretary should assume full responsibility while discharging duties. During the process of execution of works, the Panchayat Secretary should take precaution and ensure that the Works Committee functions properly.

- During the course of execution, it is necessary that Panchayat Secretary shall issue confirmation certificate for making periodic payments. This means that the Panchayat Secretary shall confirm that the works are completed up to the required stage, as per the conditions of the agreement, for making relevant periodic payments. Relevant periodic payments can be made only after the departmental engineer countersigns on the confirmation certificate issued by the Panchayat Secretary.
- While making payments from the Panchayat Fund, cheques will be valid only after the Sarpanch and as well as Panchayat Secretary sign the cheque jointly.
- Both the Sarpanch and the Panchayat Secretary should be held responsible for any misuse of the funds related to the works undertaken.

### **The role of departmental engineers**

Whenever works are proposed to be taken up under the concept of 'People's Estimate', it is expected to reduce the dependence/role of the departmental engineers. This would help in inducing a sense of confidence among the people to take up more rural works of small magnitude and to enable the departmental engineers to concentrate more on important and big works. The services of the departmental engineers can be restricted to giving technical advice as per necessity. Since the entire works process will be transparent and all the details will be discussed during the Avagahana Sadassu, the scope for corruption would be minimised. However, the departmental engineers shall maintain a close watch right from the beginning of the programme and extend required advice, cooperation and help the Committee members until the stage of stability along sound lines is achieved. Their role would involve the following:

- The departmental engineers should prepare the Government's Estimate and accord technical sanctions.
- The plans pertaining to the proposed structure should be prepared (based on the approved standards), approved and made available to the Committee.
- The plan showing the arrangement details of steel rods shall be prepared, approved and given to the Committee.
- The market rates should be collected with the help of the Committee members to prepare People's Estimate and shall be given to the Committee along with guidelines.
- During the construction process, all the technical doubts should be cleared from time to time.
- The Committee shall get the measurements entered in the 'M' Book and the departmental engineers shall check and measure the same as mentioned below:
  - Mandal Engineer for the works up to Rs. 50,000.
  - Deputy Executive Engineer for the works above Rs. 50,000.
- It is also the responsibility of the Engineers to ensure the quality aspects.
- Private engineers also can prepare the estimates and plans. However, departmental engineers are required to accord technical approval to estimates and plans.
- The Works Committee can utilize the services of private engineers/consultants. However, the check measurement and quality checks shall be done by the departmental engineers only.
- For works proposed with funds other than Panchayat funds, the Deputy Executive Engineer has to sign the agreement.
- The departmental engineers have to sign the conformation statement/letter issued by the Panchayat Secretary for making instalment payments.
- In order to maintain the works register, stores register and accounts register in satisfactory fashion, the departmental engineers shall give suitable guidance and advise. To ensure satisfactory construction activity, the departmental engineers should play a responsible role.
- Whenever Avagahana Sadassus are arranged, then the departmental engineers should attend them and help to create proper and effective awareness to the village people. These meetings should bring transparency in all the activities.
- Necessary training should be imparted to the Committee members to assume responsibility to take up works step-by-step and as well as to the private engineers to take effective measures to improve their skills and expertise.

### **The services of private engineers/consultants**

People participation can go a long way in fostering development at the local level. When people identify their necessities, formulate programmes, take up construction and complete satisfactorily, then the pace of rural development will be accelerated. Quality will improve in the works. Belongingness and accountability will improve among the public and they will show a renewed interest in the maintenance of created assets. Consequently, the life and quality of the created assets will be better. In order to achieve this, the capacity of the Works Committee should be enhanced. It is necessary to impart relevant training to the Works Committee. At the same time it is important to reduce the workload from the overburdened departmental engineers and to utilize the services of private engineers/consultants.

### **The role of the private engineers/consultants**

- The departmental engineers should impart training to the members of the Works Committee and as well as to the private engineers.
- Government's Estimate and plans can be prepared by the private engineers also. But technical approval to such estimate and plans shall be given only by the departmental engineers.
- Private engineers must be degree or diploma holders in Civil Engineering preferably with practical experience.
- If the services of private engineers are utilized for taking up rural works, then it is necessary that private engineers should conclude an agreement with the Works Committee.
- The responsibility to enter the measurements in the 'M' Book can be taken up by private engineers. But the power to check the measurements will be vested with the departmental engineers.
- The supervision of construction of structures can be entrusted to the private engineers.
- The private engineers shall help the Works Committee while purchasing materials required for the works.
- They can assist in the maintenance of the accounts register, the works register and the stores register on behalf of the Committee.
- The private engineers shall prepare reply to the audit points and send them on behalf of the Committee.
- The responsibilities of Works Committee do not cease on account of their contract with private engineers. For all aspects, the final responsibility rests with the Works Committee only.

### **Supervising the execution of works**

- It is the responsibility of the Works Committee to supervise the execution of works. However, the services of the private engineers can be utilized for this job.
- It is the total responsibility of the Works Committee to ensure the quality, fixing competitive prices for the required construction materials.
- The responsibility to purchase the required materials, utilizing these materials, safeguarding the balance materials and maintenance of accounts rests with the Works Committee only.
- It is the responsibility of the Works Committee to supervise the works at building site.
- It is the responsibility of the Works Committee to ensure standard specifications are being followed while using cement, procedure to mix concrete, using vibrator, arranging steel roads and curing etc.
- During the construction process, the departmental engineers should clear the doubts of the Works Committee as and when required and help complete the works within the specified period.
- It is the responsibility of the Works Committee to see that relevant measurements are entered in the 'M' Book.
- During the process of construction, it is the responsibility of the Works Committee to maintain the works register, accounts register and stores register.
- While resorting to the purchase required for construction materials, the Works Committee should ensure the quality and economic price of the materials by enquiring at 4 or 5 places.



**Praja Avagahana Sadassu for Transperancy**

- The Works Committee should keep one 'Visitors Book' at the construction site to facilitate the important visitors to mention their remarks, and suggestions. Useful suggestions shall be considered by the Works Committee.
- After starting the construction works, Quality Control Officers may inspect the works. It is the sole responsibility of the Works Committee to answer the queries and to rectify the defects and lapses.
- The construction process should be in accordance with the guidelines and standards specified by the departmental engineers.
- If the Committee members do not have the experience, they can always take the guidance of the engineers.
- To ensure better quality of construction, experienced masons, skilled bar-benders, carpenters etc. can be engaged.
- Better the quality in the finishing works (such as cement plastering work, painting, landscape the site) greater is the architectural beauty of the structure. The Committee should also assess quality of the finish of the work.

### **Maintaining timeframe**

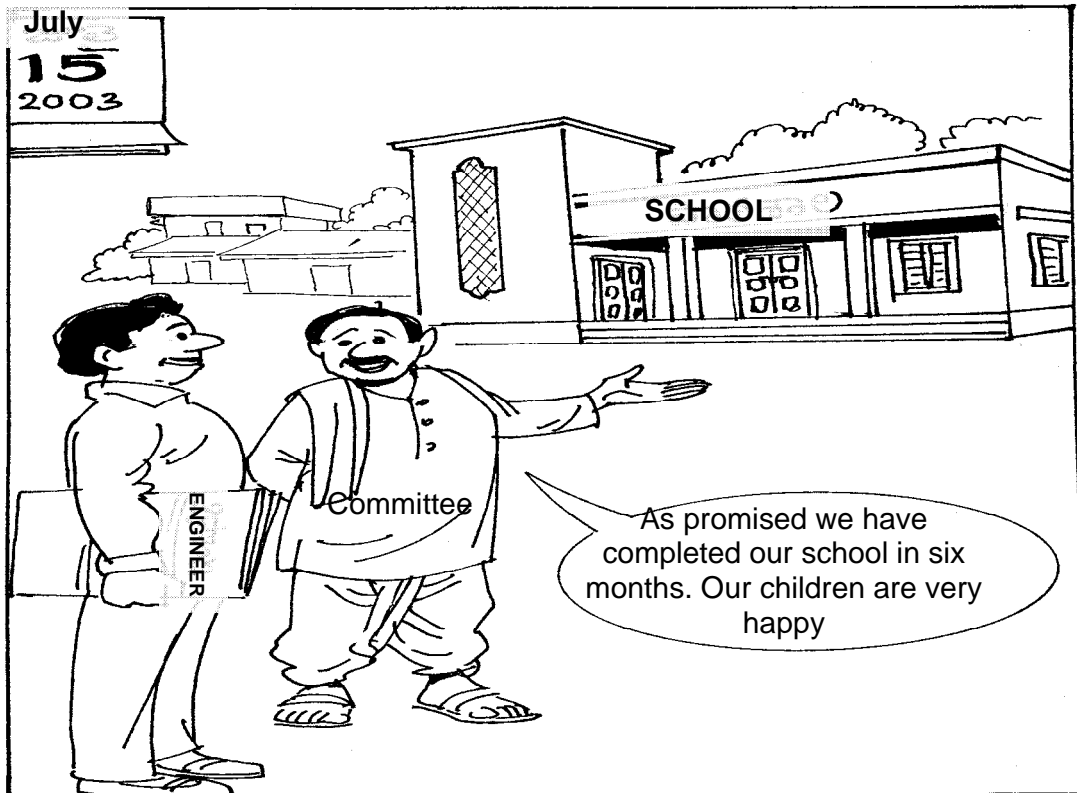
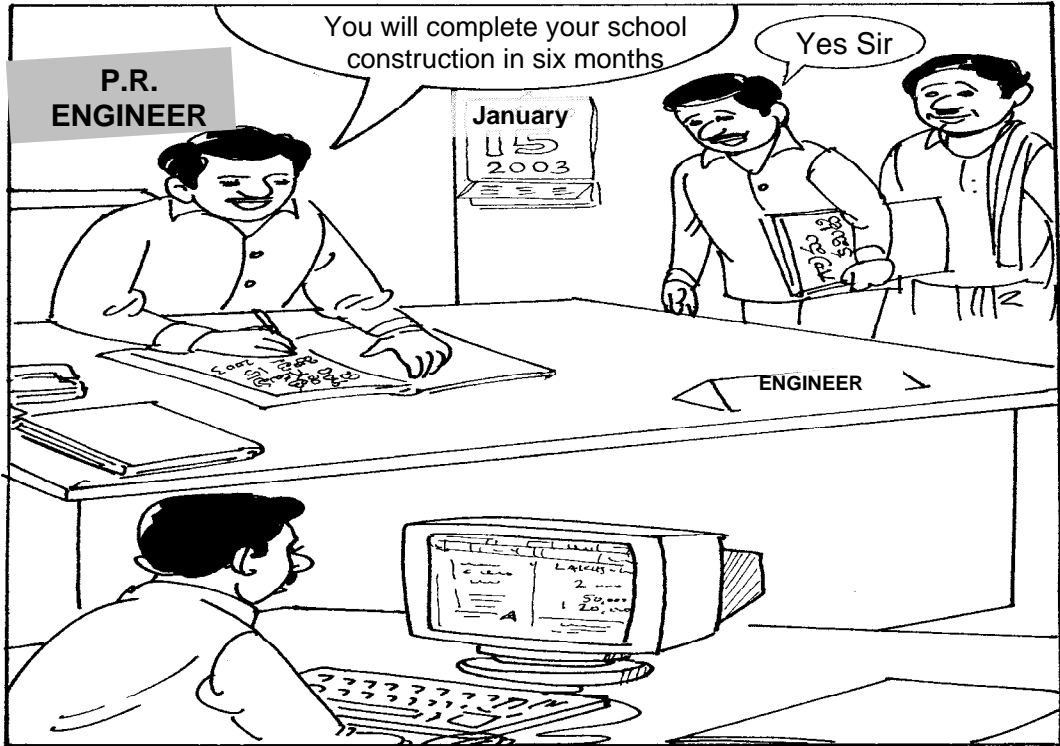
- It is essential to complete the work within the specified time frame as per the agreement.
- Benefits will accrue to the people upon taking up every Public Work in the village. It must be kept in mind that more the delay in execution more would be the loss for the people.
- All the members of the Committee should resolve to see that all works are completed within the timeframe.

### **Transparency**

- The Works Committee should reflect total transparency in every act. It is already an established fact that more the transparency lesser the corruption.
- The Committee should move forward duly getting the doubts cleared by consulting as many people as possible.
- The details related to the work should be written on a big board and kept near the office and as well as at the workplace.
- Any allegation on transparency should be dispelled by the Committee during the Avagahana Sadassu and the issues should be redressed.

### **Preparation of bills and making payments**

- On behalf of Works Committee, a bank account should be opened.
- According to the sequence of the works process and as mentioned in the agreement, the Panchayat Secretary should prepare the confirmatory statement regarding the payments to be made at periodical instalments.
- Payment may be made by cheque signed jointly by the Sarpanch and the Panchayat Secretary and countersigned by the mandal engineer.
- Entering relevant measurements in the 'M' Book should not be a hindrance for making payment to the Committee. This must be ensured by the engineer concerned.
- The final payment should be based on the bills prepared according to the measurements entered in the 'M' Book.
- As per the agreement conditions, periodical payments without delay must be ensured.



### Timeframe in Completing Works

### **Payments from the Account of Panchayat**

All funds transferred from the District Collector, Zilla Parishad, Mandal Parishad, Market Society etc. should be credited to the joint account operated by Sarpanch and Panchayat Secretary. From this account, cheques shall be signed jointly by the Sarpanch and Secretary for making payment to the Committee for the bills. When works are taken up with the funds of a particular programme, relevant cheques should be issued for making payment to the Committee duly debiting the expenditure to the particular Head of Account.

Funds pertaining to different programmes will be credited to the joint account of the Panchayat. Similarly payments may be made from the joint account. These transactions shall be entered into accounts book as per rules and regulations.

### **3.12 Second Avagahana Sadassu**

After completing 50% of the work, a working estimate is to be prepared. Similarly, a working estimate under the concept of People's Estimate, also is to be prepared. These estimates are to be prepared by the Engineers only. The differences between the Government Estimate and People's Estimate will be known and whether it is possible to take up any extra works with the savings would also be made known.

At this stage, the Second Avagahana Sadassu should be organised.

- The Second Avagahana Sadassu should be conducted in the same public place where the first Avagahana Sadassu was conducted.
- The details of the working estimates should be written on a big board and kept before the Sadassu for the perusal of the public.
- All details should be explained and all doubts should be cleared in the Sadassu.
- The Sadassu has to approve the market rates indicated in the People's Estimate.
- The details of materials so far purchased, their costs, utilization and balance should be discussed and remedial measures for the lapses are to be initiated.
- The additional works to be taken up with the anticipated savings should be decided after completion of the work and a resolution is to be passed to that effect.
- The style of functioning and performance of the Works Committee about the work completed so far should be reviewed in detail. The Sadassu has to satisfy transparency requirements.
- Issues related to quality and timeliness in construction should be discussed.

### **3.13 Third Avagahana Sadassu**

After completing 100% of construction works, then the third Avagahana Sadassu is to be organized. The issues to be discussed and resolution to be passed during the Sadassu are:

- The Sadassu should satisfy itself on whether there was total transparency in the functioning of the Committee.
- Detailed discussions should be held about the materials used, their cost, balance materials and about the quality of the materials.
- The Sadassu should discuss the details of receipt of funds and expenditure incurred, the rates adopted. This could be called a 'Social Audit'. When the work is taken up by the People's Committees and when the Avagahana Sadassu is satisfied with the receipts and expenditure then it can be construed that the total construction process and financial transactions are transparent.
- The value of total work as per the measurements and as per expenditure incurred by the Works Committee based on market rates, should be worked out and payment for the



- lowest value of the two shall be made. In case the actual expenditure is more than the Government Estimate, then the Works Committee should bear such excess expenditure.
- Only after ensuring that all the transactions are satisfactory the payment for final bill may be made.
  - The Sadassu should also certify the quality of construction. If it is not satisfied, the persons responsible shall be identified and action should be taken for lapses, if any.
  - The Sadassu should satisfy itself about the role of Vigilance Committee during the process of construction and evaluate their performance.
  - If any petitions are received during the process of construction, then the same should be discussed and proper remedial measures are to be taken during the Sadassu itself.

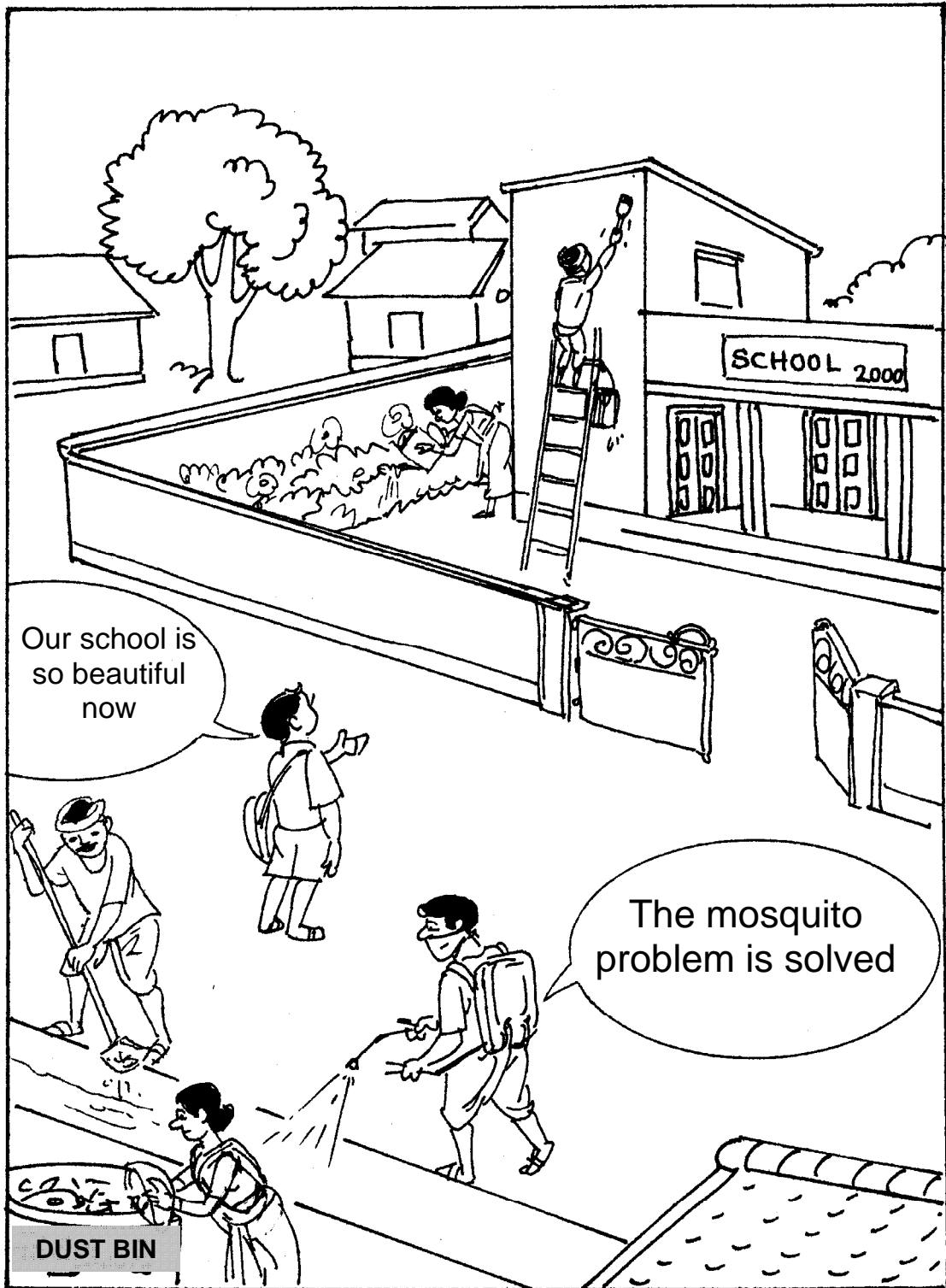
#### **4 Maintenance of Public Assets – Responsibility of Panchayat**

It shall be borne in mind that creation of public assets is as important as maintaining the same. Further, highways, buildings, drains, irrigation sources etc. are quite useful to the public. If we maintain them properly, then they will serve us in a better way. It is the responsibility of Grama Panchayat to arrange required funds for the maintenance of the assets.

##### **Buildings**

In maintaining public assets, environment protection plays a vital role. There are two parameters to protect the environment. One is maintaining cleanliness and the other is promoting greenery. By raising plants, trees, flower gardens, green grass etc. we can achieve a pleasant environment around these buildings. Similarly the area around these buildings should be kept as clean as possible in the interest of public health. The most important thing is not to allow water stagnation around the buildings and also on the roads or roadsides. Similarly, toilets should be constructed with water facility at all surrounding areas. The Grama Panchayat should mobilize their resources to meet the expenditure for all the above mentioned items.

- By taking up minor repairs, whenever necessary, incidence of major repairs can be reduced.
- Outside walls shall be painted and inner walls should be white washed at least once in three years.
- Plants growing on the walls and on the roof should be removed as and when noticed.
- The doors and windows should be painted once in three years.
- The surroundings of the building should always be kept clean and green.
- It is essential to arrange septic tank latrines and to provide water facility.
- Greenery and flower plants should be grown in the vicinity of the building.
- Arrangements should be made for providing drinking water facility and power supply to buildings.



Village Assets Maintenance - Responsibility

### **Internal Roads**

- The pot holes on the roads should be properly repaired.
- Crawler tractors should not be allowed to move on the roads.
- The kilometer stones should be fixed and the numbers and letters clearly painted.
- The shoulders of the road shall be repaired from time to time.
- In respect of metal road, a fresh layer of metal should be formed once between three and five years, as per the necessity.
- Similarly for B.T. Roads, a fresh layer should be formed once in five years, as per the necessity.
- If the side drains and cross drains are kept clear to allow the rain water flow without interruption, the life on the road will be served better.

### **Drains**

- Accumulation of dirt at the end of the drain should not be allowed.
- The drains should be cleaned every day.
- Minor repairs should be carried out as and when necessitated.
- All the stakeholders should ensure to keep their surroundings always clean.
- Drain water should not be allowed to stagnate. To prevent breeding of the mosquitoes.

### **Maintenance of Assets Register**

There are many assets created in every Grama Panchayat. Generally, the interest in creating the assets goes missing when the question of maintaining the same arises. It is not an exaggeration to mention that due to this negligence, assets worth several crores of rupees are laying idle without any use. Such assets may be buildings, septic lavatories, bore pumps or other assets. It is necessary, as and when an asset is created, the full details of the same should be entered into a register. From that date, full details of repairs on the assets, expenditure incurred also should be entered in the register from time to time. By maintaining this register, it will be easy to know the future repairs to be taken up or changes and additions to be made. To keep watch on such assets and to put the same for proper utilization, this register would be useful. A format for this register is given in the annexure.

**Annexure - 1**

**Rural Development Works - process of funds utilisation**

Sl.No.	Funds received for works under the limits of Grama Panchayat	Authority for According Administrative Approval	Responsibility for Technical Supervision	Responsibility to make Payments to Bills	Works that can be taken up in Villages (Rural Development)
1	Panchayat General Funds	Grama Panchayat	Panchayat Raj Engineers	Grama Panchayat	Link Roads (Connecting Main Highway) Internal Roads Drains School Buildings Library Buildings Community Buildings Mahila Mandali Buildings Anganwadi Buildings Community Lavatories Protected Water Supply Schemes Water Harvesting structures Vegetable Markets Repairs to Existing Assets Check Dams Link Roads (Connecting highway) Water Harvesting Structures Minor Irrigation Schemes Anganwadi Buildings Drinking Water Schemes Bore wells Independent Lavatories School Lavatories Primary School Buildings
2	Seignorage Charges Funds	- Do -	- Do -	- Do -	
3	Sampoorna Grameena Rojgar Yojana	- Do -	- Do -	- Do -	
4	11 <sup>th</sup> Finance Commission Funds	- Do -	- Do -	- Do -	
5	Mandal Parishad General Funds	Mandal Parishad	- Do -	Mandal Parishad	
6	Janmabhoomi Funds	Collector	- Do -	E.E. (P.R.)	
7	Drought Funds	Collector	- Do -	- Do -	
8	Parliament Members Funds	Collector	- Do -	- Do -	
9	Zilla Parishad General Funds	Zilla Parishad	- Do -	- Do -	
10	Decentralised Plan Funds	Collector	- Do -	- Do -	
11	Agriculture Market Funds	Zilla Parishad	- Do -	- Do -	
12	Soil Moisture Conservation Funds	E.E. (P.R.)	- Do -	P.A.O.	
13	Minor Irrigation Funds	Zilla Parishad	- Do -	- Do -	
14	Anganwadi Funds	Collector	- Do -	Dy. Director, Women & Child Welfare	
15	Drinking Water Supply Funds	Zilla Parishad/Government	- Do -	P.A.O.	
16	Sanitation Funds	Collector	- Do -	M.D.O.	
17	Primary Education Buildings Funds	Collector/Zilla Parishad/Mandal	- Do -	School Committee	

**Annexure - 2**  
**Model Estimate Prepared by the Government**

**Name of the Work: Construction of Elementary School Building at Pallipeta of Gorripudi Village.**

**Estimate Rs. 1.50 Lakhs**

Sl. No	Description of Work	Measurements				Qty	Rate	Amount
		No.	L	B	D			
1	2	3	4	5	6	7	8	9
1	Work excavation and depositing on bank with an initial lead and lift in loamy and clayey soils as per SS 20-B for Foundation.							
	Room Column C1	1 x 8	1.50	1.50	1.15	20.70		
	Ver. Column C2	1 x 3	1.10	1.10	1.00	3.63		
	For Steps	1 x 1	2.20	0.95	0.30	0.63		
						<u>24.96 Cum</u>		
					Or	<u>25.00</u>	<u>410.85</u>	1027.00
							10 Cum	
2	Cement Concrete (1:4:8) using 40 mm. size HBC Metal including cost and conveyance of all materials and all labour charges etc. complete.							
	C1 Columns	1 x 8	1.50	1.50	1.15	2.70		
	C2 Columns	1 x 3	1.10	1.10	0.15	0.54		
	For Steps	1 x 1	2.20	0.95	0.15	0.31		
						<u>3.55 Cum</u>	<u>1289.50</u>	4578.00
							1 Cum	
3	RCC(1:2:4) using 1Kg. 20 mm size HBC Chips with reqd. qty of steel per 1Cum.of concrete including cost, conveyance of all materials and all labour charges etc. but excluding charges (Cost) of steel and its fabrication							

10 cum
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charges for Col. footings.						
C1 Columns	1 x 8	1.30	1.30	0.20	2.70	
Trapezoidal portion	1 x 8	$\frac{1.3 + 0.33 \times 0.4}{2}$		<u>0.25</u>	1.82	
C2 Columns	1 x 3	0.90	0.90	0.15	0.36	
	1 x 3	$\frac{0.9 + 0.33}{2}$		0.15	<u>0.21</u>	
					<u>5.09 Cum</u>	<u>2655.50</u> 13516.00
						1 Cum
4 RCC (1:1.5:3) using 1Kg. 20mm size HBC Chips with reqd. qty of steel . do.						
Columns C1 upto G.L.	1 x 8	0.23	0.23	0.55	0.23	
Above G.L.	1 x 8	0.23	0.23	3.30	1.40	
Columns C2 upto G.L.	1 x 3	0.23	0.23	0.55	0.09	
Above G.L.	1 x 3	0.23	0.23	3.30	<u>0.52</u>	
					<u>2.24 Cum</u>	<u>3043.10</u> 6817.00
						1 Cum
5 RCC (1:2:4) 01using 1 kg. 20 mm size HBC Chips with reqd. qty of steel . do. For Plinth Beam and Lintels. Plinth Beam L/R						
Class Room	1 x 1	22.92	0.23	0.30	1.58	
Ver. 3 sides	1 x 1	12.00	0.23	0.30	0.83	
Lintels over door	1 x 1	1.65	0.23	0.11	0.04	
Lintels over Window	1 x 1	2.13	0.23	0.15	0.22	
Lintels Cup boards	1 x 1	1.20	0.23	0.11	<u>0.03</u>	
					<u>2.70 Cum</u>	<u>2668.50</u> 7205.00
						1 Cum
6 RCC (1:2:4) using 1Kg. 20 mm size HBC Chips with reqd.						

qty of steel per 1Cum.of concrete including cost conveyance of all materials and all labour charges etc. but excluding cost of steel and its fabrication charges for Beams.

Verandah Beam	1 x 1	6.46	0.23	0.30	0.14		
Roof Beam for Class AR	1 x 1	22.92	0.23	0.30	1.58		
Ver. Over Beam	1 x 2	3.00	0.23	0.30	0.41		
					<u>2.44 Cum</u>	<u>2778.50</u>	6780.00
						1 Cum	

- 7 RCC (1:2:4) using 1Kg. 20 mm size HBC Chips .do.  
 .Do. .do.  
 For 'T' Beam sun shades 0.60 mts. wide .75 m thick at fixed  
 And 50 mm thick at free end.

Verandah	1 x 1	6.46	-	-	6.46		
Windows	1 x 2	1.83	-	-	3.66		
					<u>10.12 RM</u>	<u>109.00</u>	1103.00
						1 Rm	

- 8 RCC (1:2:4) using 1 Kg. 20 mm size HBC Chips .do.  
 For 'T' Beam

1 x 1	5.00	0.23	0.45	0.52Cum	<u>2888.50</u>	1502.00
					1 Cum	

- 9 RCC (1:2:4) using 1 Kg.20 mm size HBC Chips .do.  
 for roof slab 110mmthick

1 x 1	7.06	9.06	-	63.96Sqm	<u>2995.70</u>	19160.00
					10 sqm	

- 10 Brick work in CM (1:6) using 2<sup>nd</sup> class bricks including cost and conveyance of all materials and all labour charges etc. Complete.

Class room basement	1 x 1	22.92	0.23	0.60	3.16		
Ver. Basement	1 x 1	12.00	0.23	0.60	1.66		

For Steps I step	1 x 1	2.10	0.00	0.38	0.59		
II step	1 x 1	2.10	0.60	0.15	0.19		
III step	1 x 1	2.10	0.30	0.15	0.09		
Deduct col. portion	1 x 8	0.23	0.23	0.60	(-)0.25		
	1 x 2	0.23	0.23	0.60	(-)0.09		
					<u>5.93 Cum</u>	<u>1237.60</u>	6596.00
						1 Cum	
11	Brick work in CM (1:8) using 2 <sup>nd</sup> class bricks including cost and conveyance of all materials and all labour charges etc. Complete.						
Class room basement	1 x 1	22.92	0.23	2.70	14.23		
Ver. side walls	1 x 2	2.77	0.23	2.70	3.44		
Ver. above sunshade	1 x 1	6.00	0.23	0.60	0.83		
Deduct for door	1 x 1	1.05	0.23	2.00	(-) 0.48		
for window	1 x 3	1.53	0.23	0.11	(-) 1.45		
Lintels over door	1 x 1	1.65	0.23	0.15	(-) 0.02		
Over window	1 x 3	2.13	0.23	0.15	(-) 0.02		
Over cup boards	1 x 1	1.20	0.23	0.11	(-) 0.03		
Column portion	1 x 8	0.23	0.23	2.7	(-) 1.14		
					<u>15.14 Cum</u>	<u>1234.80</u>	18695.00
						1 Cum	
12	Sand for filling in basement with local sand including watering, ramming including cost and conveyance of all materials and all labour charges etc. complete.						
Class Room	1 x 1	6.00	5.00	0.78	23.40		
Verandah	1 x 1	6.00	2.77	0.78	12.96		
					<u>36.36 Cum</u>	<u>118.00</u>	4290.00
						1 Cum	
13	Plastering with CM (1:5) mix.12 mm. thick including cost, conveyance of all materials and all labour charges etc.						



Complete.

Out side Bid. 3 sides	1 x 1	23.38	-	3.90	91.18		
Ver. Front wall	1 x 1	6.00	-	3.00	18.00		
Ver. above beam	1 x 1	6.46	-	0.90	5.81		
Front wall above sunshade.	1 x 1	6.46	-	0.20	5.81		
Steps	1 x 3	2.10	0.30	-	1.89		
Steps	1 x 2	0.90	<u>0.60 + .030</u>		0.81		
			2		123.50		
			or		<u>124.00 sqm</u>	<u>3.30.00</u>	4847.00
						10 sqm	

	10 sqm	
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- 14 Plastering with CM (1:5) mix.20 mm. thick including cost , conveyance of all materials and all labour charges etc.

Complete.

Inside bldg. cl. room	1 x 1	22.00	-	3.00	66.00		
Ver. side wall	1 x 2	3.00	-	3.00	18.00		
for door	1 x 1	1.05	-	2.00	(-)2.10		
for window	1 x 3	1.53	-	1.37	(-6.29)		
					75.81		
			or		<u>76.00 sqm</u>	<u>735.80</u>	5592.00
						10 sqm	

	10sqm	
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- 15 Supply and fixing of country wood Hyderabad paneled door of size 1.05x2.00mts. including cost, conveyance of all materials and etc. complete.

1 Nos	<u>3400.00</u>	3400.00
	1 No	

- 16 Supply and fixing of country wood Hyderabad paneled window of size 1.53x1.37 mts. including cost, conveyance of all materials and all labour charges with fixing 16mm.dia MS Bars horizontally @ 100mm. c/c including all Iron fittings & Fixtures etc. complete.

2 Nos	<u>2000.00</u>	4000.00
	1 No	

17	Black board plastering with (1:3) mix. 20mm. thick with Black powder . including cost and conveyance of all all materials and all labour charges etc complete.	1 x 2	2.10	1.50	-	6.30 sqm	<u>872.60</u> 10 sqm	550.00
18	Flooring with CC (1:4:8) mix. using 40 mm size HBG. Metal to a 80 mm. thick over CC (1:4:8) mix. using 20 mm size HBG Chips to 40 mm. thick over top finishings with CC(1:4:8)mix Using 0.70 Cum.pwer 10 sqm. including cost, conveyance of all materials and all labour charges etc complete.							
	Class Room	1 x 1	6.00	5.00	-	30.00		
	Verandah	1 x 1	6.00	2.77	-	<u>16.62</u>		
						<u>46.62 sqm</u>	<u>1808.80</u> 10 sqm	8433.00
19	Cost and supply of steel conforming ISI specification including fabrication charges of steel.	-	4	-		1350 kgs	<u>19.60</u> 1 kg	26460.00
20	Provision towards P.S. Charges 3%							5449.00
						Total	<b>Rs. 1,50,000.00</b>	

**Annexure – 4**  
**Agreement Form**  
**For Works Taken up Under People’s Estimate**

**1. Parties in the agreement:**

On the day \_\_\_\_\_, \_\_\_\_\_ District Collector or his authorised representative as first party and \_\_\_\_\_  
(Date) (Name of the District)  
District, \_\_\_\_\_ Mandal, \_\_\_\_\_ Village Works Committee representative as second party are recognized to take  
(Name of the District) (Name of the Mandal)  
construction of \_\_\_\_\_ in \_\_\_\_\_ village and concluded the following Agreement.  
(Name of the Village)

**2. Contract Value:**

(Name of the Work) (Name of the Village)  
The value of the above said contract is Rs. \_\_\_\_\_ . in words \_\_\_\_\_

**3. Procedure of make payments:**

The Works Committee shall be got registered under Societies Act.  
Account in the name of the Committee shall be opened in the nearest scheduled bank.  
Soon after opening the account, the Committee shall intimate about it to the Panchayat.  
Payments shall be made in the name of the Committee but cheques shall not be issued in the Committee President’s name.  
According to the conditions of the agreement and based on the certificate, payments in periodical instalments shall be made to the Committee.  
Making payments in instalments can be done only after the certificate issued by the Panchayat Secretary is countersigned by the Mandal Engineering Officer.

According to the nature of work, the details of periodical payments by instalments shall be worked out suiting, to both the parties and the same will be incorporated in the agreement. Accordingly the payments shall be made by instalments.

After completing the work in all aspects, the final payment to the Works Committee shall be made as per the following procedure:

Payment can be made restricting to the lowest of the amount as per Government Estimate and the expenditure incurred based on market rates. Works Committee has to bear the excess expenditure if any over and above the amount as per Government Estimate.

Procedure to make payments to the buildings:

- i. ... % of the contract value upto Plinth Level.
- ii. ... % of the contract value upto Lintel Level.
- iii. ... % of the contract value upto Roof Level.
- iv. ... % of the contract value after laying the roof.
- v. After completing the work in all aspects, then payment to the Works Committee can be made to the lowest of the amount as per Government Estimate and the total expenditure incurred based on local market rates.

#### **4. The responsibilities of first party as per the agreement:**

The Engineering official shall prepare all the required plans, showing arrangement steel roads as per standards, approve the same and handover copies of the same to the Works Committee.

The Mandal Engineering official shall check measure the measurements recorded in the 'M' Book for the value of works upto Rs. 50,000/-

The Deputy Executive Engineer shall check measure the measurements recorded in the 'M' Book for the value of works costing more than Rs. 50,000/-

Besides the Works Committee, the check measuring officer also shall be held responsible for the quality of works.

The Engineering official shall work as Technical Advisor. He will clarify all the technical doubts raised by the Works Committee and cooperate for early completion of the work.

**5. The responsibilities of the second party of the agreement:**

It is the responsibility of the Works Committee to see that measurements are entered in the 'M' Book.

The Works Committee shall follow the guidelines/instructions given by the authorized check measuring authority.

It is the responsibility of the Works Committee to make purchases, utilization and disposal of surplus materials. The purchases from time to time shall be limited to actual requirements.

The entire responsibility of supervising the construction activity rests with the Works Committee.

The job of construction work shall neither be sold nor transferred to Contractor nor to bring him to the work indirectly. The Works Committee shall be responsible for all the repercussions during construction activity.

Whenever, any person is entrusted with the work of supervision, then the Works Committee shall make a resolution to that effect and submit the same to Panchayat and Engineering Official. It is the responsibility of the Works Committee to complete the work as per time schedule indicated in the agreement.

It is the responsibility of the Works Committee to identify required skilled personnel and labour for various works, to engage suitable personnel and to get the works done by them. The Committee has to make payments to them.

It is the responsibility of the Works Committee to avoid wastage of money and material during the construction activity.

During the construction activity, if any worker faces any accident, then the Committee shall be responsible for the same. The Committee shall be responsible to any possible insurance claims that may arise.

**6. Agreement period:**

The work mentioned in the agreement shall be completed within the period \_\_\_ \_\_\_ years and \_\_\_ \_\_\_ months.

In case the work cannot be completed within the time as per agreement, then the second party after holding discussions with the first party can obtain orders for required extension from the first party.

The first party has the power to impose penalty on the second party in case if it is established that the construction is delayed without valid reasons.

#### **7. Maintenance of accounts by the Works Committee:**

The Works Committee shall maintain the details of date wise expenditure incurred from out of the payments made to the Committee.

The second party shall submit the accounts to the first party as and when required.

Any officer coming for Audit is empowered to check the accounts of the Committee.

In case, it is established that the Committee has misused the funds then the first party is empowered either to freeze the Bank account or to cancel the Bank account.

#### **8. The responsibilities of Panchayat:**

It is the responsibility of the Panchayat to get required funds transferred for works to the Joint account of Sarpanch and Panchayat Secretary.

After the Mandal Engineering authority signs the certificate prepared by the Panchayat Secretary, then it is the responsibility of the Panchayat to make payments at periodical instalments.

The cheques shall be signed both by Sarpanch and Panchayat Secretary while making payments to the Works Committee.

**9. Resolving the disputes:**

It will be good to resolve the disputes arising during the construction activity itself. If not, the Executive Engineer, Panchayat Raj shall act as Arbitrator and resolve the dispute.

**Annexure – 5**

**Certificate to Make Payment on Instalment Basis**

Date: \_\_\_\_\_

Name of the Work : \_\_\_\_\_ Agreement Number : \_\_\_\_\_

Value of the Contract : Rs. \_\_\_\_\_ and Date : \_\_\_\_\_

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The construction of \_\_\_\_\_ work has been completed upto \_\_\_\_\_ level.

According to the agreement mentioned above, an amount of Rs. \_\_\_\_\_ may be paid to Works Committee towards \_\_\_\_\_ instalment.

Mandal Engineering Officer

\_\_\_\_\_ Mandal.

\_\_\_\_\_ District.

Grama Panchayat Secretary

Village \_\_\_\_\_

District \_\_\_\_\_



**Annexure – 6**  
**Voucher for Payments Made by Works Committee**

Voucher No. : \_\_\_\_\_ Date : \_\_\_\_\_  
Name of the Person } : \_\_\_\_\_  
Who received Payment }

Details of purchases/nature of payment	Details of payment made
	i. Name of the Agency/Person  ii. Amount Paid Rs. ....

	iii. Cheque Number .....
	iv. Date of Cheque .....
<b>Total</b>	

Rupees \_\_\_\_\_ only.

Authorised Signature  
Who made the Payment

Signature who received payment

















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**Annexure – 9 E**

**Maintenance Register of Panchayat Assets**

**Water Harvesting Structures:**

Sl. No.	Name of the structure	Name of the Programme under which the structure was	Total cost	Date of completion of the structure	For recharge of ground	Ayacut in acres	Capacity to store water	Details of repairs				Present condition of the structure
								Year wise	Nature of repair	Exp. incurred	Source of funds	





