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No. J-11016/11/2012-MGNREGA-IV  
 Government of India  
 Ministry of Rural Development  
 Department of Rural Development  
 (Mahatma Gandhi NREGA Division)

Krishi Bhawan, New Delhi  
 Dated: 17.2.2016

To : The Spl. SCs/Prl. Secretaries/Secretaries of Rural Development (in-charge - MGNREGA).

Sub : Guidelines for construction of Anganwadi Centres under MGNREGA in convergence with ICDS scheme of Ministry of Women and Child Development.


Sir/Madam,

As per Para 4(1) IV (v) of Schedule - 1, Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), construction of buildings for Anganwadi centres is permitted.

In view of the above, the guidelines for construction of Anganwadi Centres under MGNREGA in convergence with ICDS scheme of MoWCD and other suitable schemes jointly signed by the Secretary, Department of Rural Development, Secretary, Ministry of Women and Child Development and Secretary, Ministry of Panchayati Raj is enclosed herewith for necessary action at your end.

It is requested to share these guidelines with the concerned functionaries for taking up the construction of Anganwadi Centres in the identified/to be identified locations.

Yours faithfully,

  
 (Aparajita Sarangi)  
 Joint Secretary (MGNREGA)

Encl: As above.

Copy to : PPS to Secretary, DoRD, Ministry of Rural Development/Ministry of Women and Child Development/Ministry of Panchayati Raj for information.

GUIDELINES FOR CONSTRUCTION OF ANGANWADI CENTRES UNDER MGNREGS IN CONVERGENCE WITH ICDS SCHEME OF THE MINISTRY OF WOMEN AND CHILD DEVELOPMENT

1. CONTEXT:

ICDS

1.1 The Government is committed to repositioning the Anganwadi Centre (AWC) as a "vibrant ECD centre" to become the first village outpost for health, nutrition and early learning. Towards this end, several steps have been taken for improvement and strengthening of ICDS scheme covering programmatic, management and institutional areas.

1.2 Whereas intensive efforts are being made for improving the service delivery at the Anganwadi centres, an estimated 4 lakh AWCs have no building to locate their activities. There is therefore an urgent need to take up construction of buildings for these AWCs. The MWCD has issued guidelines stating that AWCs should be child friendly with all relevant infrastructures and the space should be at least 600 sq. ft. Although there is a scheme for construction of AWCs at a unit cost of @ Rs. 4.5 lakh per unit under ICDS, it was felt that this can best be done through convergence of schemes like MGNREGA.

MGNREGA

1.3 The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) 2005 aims to provide unskilled manual work to any rural household on demand and employing them on construction of productive assets. Construction of Anganwadi Center is a permissible work as per para 4(1) iv of Schedule I of the MGNREGA 2005. In order to ensure that the focus of these works would remain on creation of wage employment, there is a statutory limit on the cost of material component including the wages of the skilled and semi skilled workers at forty percent of the total project cost at the level of each Gram Panchayat for all GP executed works and at the District level for works taken up by other agencies

1.4 These joint guidelines aim at building a systematic convergence of ICDS, MGNREGS and resources of Panchayati Raj Institutions, especially 14<sup>th</sup> Finance Commission grant so that every AWC in the Blocks covered under MGNREGA is provided with own building. Each year, there shall be at least 1 lakh AWCs constructed under this convergence for the next 4 years, resulting in construction of 4 lakh AWCs by 2019.

1.5 States/UTs would identify the location for 1 lakh AWCs in the Blocks where there is acute shortage of AWC building. The identification of exact location will be done by the Gram Panchayats which shall form part of District Plan sent through the States to MWCD.

1.6 Criteria for selection/identification of AWCs: The following criteria shall be followed:

- a. The selection of exact location for construction of AWC buildings will be done by the Gram Panchayats at the village level. It should be sent to the CDPO, ICDS for consolidating all such proposals for further processing.
- b. The proposals received from the Gram Panchayats shall be consolidated at the Block level by the CDPO and sent to the District Programme Officer at the District level which shall form part of the District Plan. The criteria of selection shall be mentioned in the District Plan. District Plan for construction of AWC buildings shall also be drawn.
- c. All such proposals received at the District Plan shall be consolidated at the State level and the State after considering these proposals shall forward the recommended proposals to the MWCD for consideration.
- d. A copy of District Plan approved shall be sent to State Department of WCD.

#### 1.7 Phasing of construction of AWC buildings:

The construction of AWC buildings in convergence with MGNREGA will be executed in phases in the following manner:

- a. In 200 High Burden Districts in the first year;
- b. In second year, another 200 districts covering the North Eastern and Himalayan States and those States not covered in the first year.
- c. 50% of remaining districts in the third year.
- d. Remaining districts in the fourth year.

## 2) OBJECTIVES:

The following are the objectives of this convergence:

- (a) To ensure that every AWC in the Blocks covered under MGNREGA is provided with own building.
- (b) To serve the objectives of pre-school, nutrition centre, semi-formal public health unit, community centre located in the heart of settlements.
- (c) To support generation of human and social capital at the micro level.
- (d) To create durable assets in rural areas and improve the infrastructure at village level.
- (e) To provide creche facility to MGNREGA workers.
- (f) To enhance community participation.
- (g) To strengthen the role of Gram Panchayats in implementation of ICDS.

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**3) ACTIVITIES THAT CAN BE UNDERTAKEN UNDER MGNREGA IN ACCORDANCE WITH THESE GUIDELINES:**

Construction of Anganwadi Centre buildings (AWCs) as per instructions/guidelines of "Integrated Child Development Services Scheme (ICDS)" administered by Ministry of Women & Child Development (MWCD). Assistance from MGNREGA for AWCs will however, be limited to provisions in Para 7 below.

**4. DESIGNS/ SPECIFICATIONS:**

4.1. The total land area of the site for construction of AWC building should be 1500-2000 sq. ft. which should cover at least 600 sq.ft. of built up area, boundary wall, kitchen garden, play area, etc. The AWC building should be child friendly with all relevant infrastructure, separate sitting room for children/women, separate kitchen, store for storing food items and child friendly toilets and space for playing of children (indoor and outdoor activities). It should be equipped with safe drinking water. The designs/specifications should adhere to these instruction/guidelines and any further instructions which may be issued by Ministry of Women & Child Development, Government of India, from time to time.

4.2. Local design variation depending on the geo climatic conditions and construction material will also follow instructions/ guidelines mentioned above.

4.3. If any Gram Panchayat chooses to make an AWC of a bigger dimension, same will also be allowed. However, payment from MGNREGA will be restricted to provisions given at Para 7 of these guidelines.

4.4 The Building so constructed will be the property of the Gram Panchayat, which will be responsible for its proper maintenance.

**5. NON NEGOTIABLES IN WORK EXECUTION:**

- a) There shall be no contractors in execution. The work shall be undertaken by the implementing agency, working with the job card holders.
- b). Only Job Card holders will be employed for the unskilled part of work.
- c) Muster Rolls will be maintained on the worksite, with copies in the Gram Panchayat. All data will also be in public domain and will be entered on nrega.nic.in
- d) Wage payments will be done through banks/post office accounts only unless exempted by Ministry of Rural Development.
- e) Only eco-friendly building technologies that reduce the use of steel and cement, while constructing pucca buildings shall be used.
- f) Transparency and pro-active disclosures related to procurement of material/use of funds.

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g) Social Audit.

**6 CONFORMITY TO MAHATMA GANDHI NREGA PROCESSES IN PLANNING AND EXECUTION :****6.1 PLANNING :**

- a. Functionaries of ICDS will participate in the planning exercise being undertaken to identify works with the community participation.
- b. The planning process will be Gram Panchayat (GP) based. GP wise and year wise list of AWCs proposed for construction under ICDS phased programme will be put up in the Gram Sabha for approval and inclusion in shelf of projects. The proposal will be sent to CDPO, ICDS for consolidation at the block level.
- c. All AWCs proposed for construction under MGNREGS shall be part of the District plan, approved by the Gram Sabha and the Gram Panchayat and shall also be a part of the annual shelf of projects.
- d. The proposals received from the Gram Panchayats shall be consolidated at the Block level by the CDPO, ICDS and sent to the District Programme Officer at the District level which shall form part of the District Plan. The criteria of selection shall be mentioned in the District Plan. District Plan for construction of AWC buildings shall also be drawn.
- e. All such proposals received at the District level shall be consolidated at the State level and the State after considering these proposals shall forward the recommended proposals to the MWCD for consideration.
- f. MWCD would facilitate that wherever Panchayats have their own land, they would make it available for the purpose of construction of AWCs preferably near primary schools in the respective villages.

**6.2 ESTIMATES :**

- (a) An electronic estimate module shall be made available under NREGA Soft, formulated with standard estimate, design and specifications.
- (b) After approval of the Gram Sabha and the Gram Panchayat, the concerned Technical Assistant/ Junior Engineer of the Panchayat/Line department will prepare e-estimate for the AWC works using the estimate module following the prevailing SOR for MGNREGA works in the area.
- (c) The Technical Sanction will be issued by the concerned authority electronically as per norms/ power delegated for MGNREGA works.
- (d) After the TS issued, AS/FS will be issued by the concerned as per norms/ power delegated for MGNREGA works.

## 6.2 EXECUTION

- a. The Project Implementing Agency (PIA) for the construction of the AWC would be decided by the State Government.

However, a list of agencies for execution of construction work shall be short listed and notified by the States. The GPs shall select one of these notified agencies for executing construction of AWC building works. Some of the suggested agencies are State PWD, DRDA, State Housing Boards, Public Sector Undertakings of the Central and State Governments, etc.

- b. On receipt of a request from the GP, the PO will issue muster rolls.
- c. Every AWC will be treated as an independent work with work I.D. No. and muster roll issued accordingly.
- d. A mate may be deployed for every AWC proposed to taken up in a Gram Panchayat at one time. The designated mate will be responsible for the following :
- i. Maintain muster for all AWCs in the GP/Village/locality assigned to him.
  - ii. Record attendance for skilled and unskilled labour.
  - iii. Ensure that the construction is as per the design/ drawing specified in the TS and will certify to that effect.
  - iv. The mate will sign the muster roll for attendance and hand it over to the Junior Engineer/ Technical Assistant for further processing.
- e. The PIA would be responsible for supply of the material in advance and as per requirement at the site, so that work can be taken up continuously, without a break.
- f. The building material required for the building can be produced on the site as a part of the estimate. It shall be ensured that building material shall be eco-friendly minimizing the use of cement and steel.
- g. The TA/JE shall record the MB for all such units. The measurement of the work will be made weekly by the concerned TA/JEn as per the norms under MAHATMA GANDHI NREGA. The entries of measurement with assessment of work will be entered in measurement book as well in the muster roll.
- h. The completion period of each AWC building shall not be more than 11 months from the date of commencement of the work.

## 7. MODE OF EXPENDITURE:

7.1 The construction of AWC building will be taken up under MGNREGS using appropriate building technologies, through muster rolls as per MAHATMA GANDHI NREGA process:

7.2 Under MGNREGA expenditure up to Rs. 5 lakhs will be allowed for construction of an AWC building.

Beyond this, the expenditure will be borne from the ICDS scheme of the Ministry of Women and Child Development, including finishing of the building consisting of flooring, painting, plumbing, electrification and wood work etc., as a separate work. For this purpose, concerned authorities at District/Block level shall release the funds, to the PIA concerned.

The ICDS funds for construction of AWC buildings to the extent of Rs 2 lakh per unit will be released by the Central Government in two instalments in the prescribed cost sharing ratio to the State. The State Government, in turn, will release such funds to the Implementing Agency at the District/Block level through PFMS/IFMS. Such Implementing Agency shall further release the money to the executing agency. Since the ICDS funds are to be utilised for finishing of the building consisting of flooring, painting, plumbing, electrification and wood work etc., these funds shall be released by the Implementing Agency at an appropriate time during the course of construction.

If the cost estimate of the AWC building is more than Rs. 7 lakh, the additional cost over and above Rs. 7 lakh shall be met by the State Government from its own resources.

Apart from this, funds from sources like State Finance Commission, Scheduled Castes Sub Plan (SCSP), Tribal Sub Plan (TSP), 14<sup>th</sup> Finance Commission (for water supply & sanitation) or any other suitable scheme may be used for the construction of AWC building.

7.3 Ministry of Panchayati Raj would facilitate to provide drinking water facilities and sanitation structures at the AWCs wherever the gaps regarding these facilities exist.

#### 8. USE OF ECO-FRIENDLY DESIGNS AND MATERIAL:

The AWC buildings taken up under this project shall be model buildings using eco-friendly materials that conform to the following:

- a. The appropriate technologies for the AWC buildings shall be in accordance with the local building traditions, while keeping in view the durability.
- b. The use of cement, sand and steel in construction shall be substantially reduced through:
  - i. Use of local material, local practices for stub foundations or arch foundations or under reamed piles, with suitable design and specifications to address the needs of the relevant seismic zone.
  - ii. Avoiding the use of concrete columns and beams wherever the span of construction is less than 6 meters in a single-storied structure (or 4 meters in case of more than 2 floors) by using alternate technologies, wherever the soils permit.


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- iii. Use of rat-trap bond in all walling work using bricks or blocks 250 mm X 120 mm X 85 mm or equivalent sizes as locally adopted.
  - iv. Avoiding cement plastering to the extent possible on both sides of the wall.
  - v. Use of filler slabs using tiles or local material to reduce the concrete.
  - vi. Avoiding RCC sunshades (chajjas) and replacing with stone/ferro-cement or suitable materials locally available.
  - vii. Replace windows with honeycomb structures wherever local climate permits.
  - viii. Use of local material like stone etc. for door and window frame and minimize the use of wood.
  - ix. Use of local material for flooring like local stone and bricks etc.
  - x. Use of appropriate mud-based technology.
- c. Suitable building material shall be selected for each building (indicative list below) and produced at the site of construction (using the MGNREGA workers) such that the labour component in the building shall be maximized:
- i. Mud blocks
  - ii. Stone and renewable wood (e.g. casuarina)
  - iii. Compressed and stabilized earth blocks (after due treatment and curing)
  - iv. Bamboo material
  - v. Fal-G bricks using the fly ash
  - vi. Filler blocks
  - vii. Micro concrete roofing
  - viii. Funicular roofing, etc.

**9. MONITORING AND REPORT:**

Progress of construction of AWCs under MAHATMA GANDHI NREGS shall be the responsibility of the District Programme Coordinator (DPC) and the agency implementing ICDS Scheme as mentioned in the respective guidelines. The construction of all AWCs under MAHATMA GANDHI NREGS will be subject to social audit as per MAHATMA GANDHI NREGS and ICDS regulation/guidelines.

  
(J.K. Mohapatra)  
Secretary  
Ministry of Rural  
Development

  
(S.M. Vijayanand)  
Secretary  
Ministry of Panchayati Raj

  
(V. Somasundaran)  
Secretary  
Ministry of Women & Child  
Development



**Activity mapping for construction of AWC buildings in convergence  
 with MGNREGA**

Activity	Agency/ details
Eligible blocks	All blocks (IPPE and non-IPPE) covered under MGNREGA having acute shortage of AWC buildings.
Total AWC Buildings to be constructed.	4 lakh by 2019 @ 1 lakh AWC buildings per year.
Planning for construction	State Government. Planning to be done at GP level and shall form part of District level approved by Gram Sabha and GP as per para 6.1 of the guidelines.
Provision of land	State Government, Panchayats.
Identification of location.	Gram Panchayati at the village level. The proposal shall form part of the District Plan.
Design specifications.	MWCD – minimum area of 600 sq.ft, child friendly building with all relevant infrastructures, separate sitting room, kitchen, store, child friendly toilets, playing space.
Construction of AWC building.	Panchayati Raj institutions.
Provision of Drinking Water & Sanitation	Gram Panchayas - by utilising the funds provided under the 14 <sup>th</sup> Finance Commission to the States/UTs.
Availability of funds under MGNREGA	Upto Rs. 5 lakh for construction of AWC building.
Availability of funds by Ministry of WCD	Upto Rs. 2 lakh for finishing which consists of flooring, painting, plumbing, electrification and wood work, etc at cost sharing ratio of 60:40 between Centre and States (90:10 for NER and Himalayan States).
Material : wage component cost ratio under MGNREGA	Cost of material component including wages of skilled and semi-skilled workers at 40% of total project cost at the level of each GP for all GP executed works and at District level for works taken up by other agencies for MGNRES components.
Ownership of building	Gram Panchayat.
Monitoring	District Programme Coordinator and the agency implementing the ICDS scheme.
Maintenance	By Gram Panchayats using their own resources.