



Housing & Urban Development Department  
Government of Odisha

Scheme Guidelines for  
**Mukhya Mantri Karma Tatpara Abhiyan  
(MUKTA)**

**An Urban Wage Employment Scheme for Urban Poor and other  
vulnerable groups like migrant labourers, women, transgenders  
and persons with disabilities**

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# Scheme Guidelines for

## Mukhya Mantri Karma Tatpara Abhiyan (MUKTA)

### 1. Background

- 1.1 The Covid -19 pandemic has severely impacted the livelihood opportunities of the urban poor including the vulnerable groups like migrant labourers, women, transgenders and persons with disabilities worldwide and pushed them deeper into poverty.
- 1.2 In Odisha, about 1/3rd of the people living in the urban areas (approximately 2 million) are informal economy workers and particularly vulnerable because of lack of social protection, lack of access to productive assets, reduction of working hours, decrease in wages and abrupt layoffs.
- 1.3 In this context, Government of Odisha launched an urban public works initiative named **“Urban Wage Employment Initiative (UWEI)”** on 18th April, 2020 across the 114 Urban Local Bodies (ULBs) of Odisha. UWEI aimed to create rapid, immediate and mass employment opportunities for urban poor, informal and migrant labourers, rendered unemployed and vulnerable in the face of Covid-19 infused crisis while addressing the needs of creation of durable community assets.
- 1.4 Twelve months on, with more than 7500 projects worth Rs. 122 crores being implemented across 114 ULBs and more than 15 lakh person days generated, the State Government has now decided to convert the UWEI into a full-fledged state sponsored scheme called **“Mukhya Mantri Karma Tatpara Abhiyan (MUKTA)”**. MUKTA aims to achieve the objective of providing sustainable livelihood opportunities to the urban poor, informal and migrant labourers and create & maintain ecological sustainable and climate resilient community assets, critical to ensure inclusive, sustainable and equitable urban development across all Urban Local Bodies of the State.
- 1.5 The Scheme is unique as its bottom-up, people centered design is distinct and unprecedented. It attempts to achieve convergence of a number of critical areas of urban development i.e., sustainable livelihood to the poor, vulnerable and marginalised people living in the urban centres, protection of environment, creation of climate resilient community assets, building trust-based partnership with community-based organisations, thereby strengthening the fourth tier of governance and achieving community centric and community led development.

### 2. Nodal Department and Agency

- 2.1 The scheme will be implemented by the Housing & Urban Development Department (H&UDD), as a nodal department across all the ULBs of Odisha. The State Urban Development Authority will act as a State Level Nodal Agency.

### 3. Vision of MUKTA

- 3.1 The vision of MUKTA is to alleviate problem of unemployment, inequality and poverty in urban areas and build sustainable community resilience through an integrated urban public works programme.

#### **4. Objectives of MUKTA**

4.1 The core objectives of MUKTA are as following:

- a. Create decent wage employment opportunities in urban areas and ensure sustainable livelihoods for urban poor including vulnerable groups like migrant labourers, women, transgenders and persons with disabilities, thereby enhancing human capabilities.
- b. Ensure creation as well as maintenance of inclusive, sustainable, climate resilient community assets, thereby improving quality of life for the urban citizens.
- c. Build sustainable community resilience by enhancing capacities of community-based organisations, building trust-based relationships and promoting local leadership, thereby strengthening the fourth tier of governance and furthering synergies for long term development.

#### **5. Expected outcomes of MUKTA**

5.1 MUKTA aims at achieving the following:

- a. Creation of sustainable wage employment opportunities for urban poor.
- b. Increased participation of women, transgenders and persons with disabilities in works undertaken in the urban areas.
- c. Creation and maintenance of sustainable and resilient community assets in all the wards of the ULB including construction of one “Mission Shakti Griha” per 10000 populations in non-slum areas of the ULB and construction of one “Parichaya” centre for each slum of the urban area subject to availability of suitable Government land.
- d. Increased involvement and empowerment of community-based organisations like Mission Shakti Women Self-Help Groups (Mission Shakti Groups), Slum Dwellers Associations (SDAs), Area Level Federations (ALFs) and City Level Federations (CLFs).

#### **6. Guiding principles for implementation of MUKTA**

6.1 MUKTA is a scheme of the community, by the community and for the community. Under this scheme, the community will identify and prioritise the work to be taken up in the ward. The works taken up will be executed directly by the community-based organisations of the wards under the general control and supervision of the ULBs, as far as possible. Furthermore, unemployed persons from ULBs will also be identified by the community and engaged directly in various urban infrastructure development works taken up under the Scheme based on their skillsets.

6.2 Engagement of contractor in any form including labour contract for execution of works under the Scheme is strictly prohibited.

6.3 As far as practicable, a work funded under the Scheme shall be performed by using manual labour and not machines.

6.4 Efforts shall be made by the ULBs, wherever it is possible, to select & implement projects in the areas predominantly inhabited by SC, ST, minorities and workers engaged in unorganised sectors of the economy.

## 7. Identification of the public works

- 7.1 The upper financial limit of public works to be taken up under MUKTA shall be ₹20 Lakhs which may be revised by the Department from time to time.
- 7.2 Ward Level Committee (WLC) is the nodal to finalise the list of projects to be undertaken in the ward under the MUKTA.
  - a. The WLC will consider the suggestion of all the members and prepare a final list of projects with the signature of all the members of committee considering the need and priorities. This priority list to remain valid for a period of one financial year (1st April-31<sup>st</sup> March of subsequent year).
  - b. The finalised list shall be sent to the ULB for approval.
- 7.3 The WLC will maintain the final list of projects in a register to review and track their progress. The register should be available at ward office for verification such identified public works shall be finalised by the ULB Level Committee, after necessary consultations with the concerned Assistant Executive Engineer (AEE)/Assistant Engineer (AE)/Junior Engineer (JE) and field level officials of the respective wards and taking into consideration the priority.
- 7.4 After receiving the final list of projects from the WLC, the ULB level Committee shall compile and make an annual action plan then send it to state (H&UD Dept.) for Hon'ble Chief minister's approval by 31<sup>st</sup> January of subsequent year.
- 7.5 Each finalised work will have a unique identification number electronically generated by the ICT solution, MUKTA-Soft and updated with all necessary details.
- 7.6 An illustrative list of the works that can be taken up as part of the Scheme are given below:
  - a. Drainage and sewerage work [Except de-siltation]
  - b. Sanitation work [Except road sweeping and drain cleaning]
  - c. Water conservation and rain water harvesting structures
  - d. Development and renovation of waterbodies
  - e. Development and maintenance of public parks and playgrounds
  - f. Wall paintings
  - g. Beautification of parks, canals, rivers, gardens, roads and plantation of trees
  - h. Basic amenities for citizen such as mini parks, open air gym, child play station, playground, walking track, loo and vending zone, etc.
  - i. Construction and maintenance of micro community centres and open space development, Mission Shakti Gruhas , Parichaya centres & any other activities/infrastructures as decided by the H & UD Department from time to time.
  - j. Various labour-intensive urban infrastructure development projects taken up by ULBs
- 7.7 Adequate shelf of works shall be maintained by the Ward Committees in such a way that at least one labour intensive work is ongoing at all times to provide employment to the urban poor and other vulnerable groups.

## 8. Preparation of the plan & estimates

- 8.1 After finalisation of the public works by ULBs, the IE/JE/AE in charge of the respective ward shall be responsible for preparing detailed plan and estimate of all the public works. All applicable charges including GST, labour cess, royalty, etc shall be taken care of while preparing the estimates.

- 8.2 The work estimates for each of the finalised work shall be generated from the ICT solution, MUKTA-Soft with the help of back-end standard template which will be designed for each kind of work.
- 8.3 Technical sanction of the approved works shall be accorded by the appropriate authority in accordance with the applicable codal provisions. While sanctioning the estimates, the following are required to be considered:
- a. For all works involving construction, cost effective, labour intensive technologies and usage of local materials shall be employed as far as possible
  - b. The bill of quantities shall be detailed for easy understanding of all stakeholders
  - c. Each work shall have a note that indicate the expected outcomes from implementing the work.
- 8.4 The final list of public works with detailed plan and estimates shall be placed in the Council for Administrative Approval annually.
- 8.5 Each sanctioned work will have a unique identification number electronically generated by the ICT Solution, MUKTA-Soft and updated with all necessary details.

## **9. Modalities of execution of works with cost up to ₹15 Lakhs**

- 9.1 If the total estimated cost of the work does not exceed ₹15 Lakhs, it will be executed by the community-based organizations such as Mission Shakti Groups (MSG), their federations and Slum Dwellers Associations (SDA) to be selected as Implementing Agency (IA) by the Municipal Commissioner (MC)/Executive Officer (EO). The IA shall be responsible for execution of the entire work with the technical support of IE/JE/AE concerned.

Provided that, where the ULB feels that the community-based organizations do not have the capacity to execute the work, or are unwilling to execute the work, in such cases, work order shall be issued in favour of IE/JE/AE and all the provisions of clause 10 shall apply mutatis mutandis.

### **9.2 Eligibility criteria for MSG**

- a. MSG must be from the same ward.
  - b. MSG must be registered with Housing and Urban Development Department/ Mission Shakti and following *Panchasutra*.
  - c. MSG must be at least one-year-old as on the date of notification of EOI.
  - d. MSG must have an active bank account.
  - e. MSG must have a PAN in the name of their group.
  - f. MSG must not have defaulted repayment to any loan availed from bank or non-bank financial institution (NBFI).
- 9.3 No single MSG can be given work order (s) exceeding 40 lacs in a financial year under MUKTA.
- 9.4 Any MSG/ SDA having net earning equal to or above 2.5 lac in a financial year must have filed IT returns.
- 9.5 The IAs will be selected on the basis of their capacity to execute and supervise the work, financial capacity, track record, consent to abide by the Guidelines, etc.
- 9.6 Work orders will be generated electronically (e-work order) having a unique identity number which will be generated by the ICT system, MUKTA-Soft at ULB level and issued

to the IAs directly on job-work basis.

- 9.7 All materials and labourers required for the works shall be procured by the IA (MSG/SDA) as per the work order/estimates provided by the ULB.
- 9.8 The above-mentioned financial limits may be revised by the Department from time to time.

#### **10. Modalities of execution of works with cost more than ₹15 Lakhs**

- 10.1 If the total estimated cost of the work exceeds ₹15 Lakhs, it will be executed by the ULB through the concerned IE/JE/AE. The concerned IE/JE/AE shall be responsible for execution of the entire work with the support of the community-based organizations such as Mission Shakti Groups, SDAs and their federations to be selected as Implementing Partner (IP) by the MC/EO.
- 10.2 Work orders will be generated electronically (e-work order) having a unique identity number which will be generated by the ICT system, MUKTA-Soft at ULB level and issued to the concerned IE/JE/AE with the IPs name featuring prominently.
- 10.3 ULBs, if they deem fit, may involve various State Government Departments or agencies or Development Authorities for execution of the projects taken up under the scheme.
- 10.4 All materials required for the works shall be procured by the IE/JE/AE in accordance with the procedures prescribed by the Government of Odisha.

#### **11. Eligibility Criteria and Identification of the wage seekers**

- 11.1 The Scheme is available to all adult wage seekers, resident of the State and desirous of working in the urban areas.
- 11.2 The IAs/IPs will be the focal point for the purposes of identification and engagement of such wage seekers for executing the works. However, while engaging the wage seekers, preference shall be given to local wage seekers and vulnerable groups like women, transgenders, persons with disabilities etc. residing in the ULB area.
- 11.3 A worker database with each worker having a unique identity number will be maintained in the ICT solution, MUKTA-Soft by the IAs/IPs with the support of ULB functionaries/resource persons.
- 11.4 The IAs/IPs will mandatorily collect the Bank A/c and Aadhaar details of workers before the start of the work and seed them in the database after due verification and validation by the ULBs functionaries/resource persons.

#### **12. Issue, maintenance and closure of Muster Rolls**

- 12.1 An e-Muster roll in English and Odia language having a unique identity number, electronic signature, date and names of the workers will be generated electronically by the ICT solution, MUKTA- Soft by the ULB functionaries/resource persons and issued to the IA/IP along with the copy of project estimate. The ICT solution will ensure that it is not possible for a worker's name to appear on more than one e-Muster Roll in a given week.
- 12.2 A printout of e-Muster Roll shall be maintained at the worksite by marking the attendance daily by the IA/IP, duly signed by the worker who has worked.
- 12.3 Any person shall have access to muster rolls on the worksite on demand, all days during all working hours.

- 12.4 The e-Muster shall be closed by the IA/IP with the support of ULB functionaries/resource persons on every Monday. The date of closure of muster roll is termed as "T".
- 12.5 On the same day, i.e., Monday, details of attendance shall be updated in the ICT solution, MUKTA-Soft by the IA/IP with the support of ULB functionaries/resource persons and made available in public view. E-Muster will then be handed over to the IE/JE/AE for measurement.

### **13. Non Completion Conditions**

- 13.1 The IA/IP to complete the work within given timeline. If they failed to complete the work on time, the ULB may take strict action as per law and cancel the work order.
- 13.2 The concerned MSG/SDA will be debarred by the ULB if the work is abandoned in the middle of it.

### **14. Payment of Wages**

- 14.1 Within T+2 days, IE/JE/AE shall approve the e-Muster after preliminary assessment of the work done for the working period based on reasonable visual work execution, work milestones achieved and volume of material used.
- 14.2 Once in a week, the wages will be transferred directly to the account of the worker through Aadhaar linked Direct Benefit Transfer (DBT) system by ULB.
- 14.3 The wages to the workers shall be paid as per the rates fixed by Labour & ESI Department communicated vide Letter No.11688/ Date 07.11.2019 of Labour Commissioner, Odisha or at such rates as may be revised by Labour & ESI Department from time to time.
- 14.4 On certification of IA, the payment of labour component shall be released through DBT.

### **15. Bill approval**

- 15.1 The payments to be made in these works through running bills would not require the approval of the Countersigning Authority i.e. PD, DUDA. However, during submission of final bill the approval of Countersigning authority is mandatory for clearance of the bill.
- 15.2 Before submission of the final bill for approval to the countersigning authority, the IE/JE/AE shall take the detailed measurement of the work done, calculate the total wages to be paid based on the work done, calculate the volume of materials used on the work and complete the recording of the measurement in the e-Measurement book generated electronically by the ICT solution, MUKTA-Soft.
- 15.3 An appropriate authority shall check and certify the measurements recorded in the e-Measurement book. If there is any discrepancy in the measurement taken, the correct measurement will be recorded and updated in the ICT solution, MUKTA-Soft.
- 15.4 Wherever it is proposed to take up any earth work, it will be mandatory to measure the initial and final level by the IE/JE/AE concerned by some suitable means of measurement to ascertain the volume of work.
- 15.5 The final payment shall be made after the Completion Certificate is submitted by the IA/IP duly counter-signed by the IE/JE/AE concerned and after due check measurement.



- 15.6 On certification of IA the payment of labour component shall be released through DBT by ULB.
- 15.7 The IA shall procure the materials with GST Invoice in favor of ULB. On basis of the GST invoice received in favour of ULB, shall be reimbursed by the ULB after due certification by the IA.

## **16. Work Completion Report**

- 16.1 On completion of every work, a Work Completion Report (WCR) shall be prepared as per the prescribed format in the ICT solution, MUKTA-Soft by the concerned AE/JE.
- 16.2 All the projects shall be Geo-tagged and Geo-tagged time stamped photographs of the site before the start of the work, at intermediate stage and of the work after its completion shall be taken as a record of the work and attached with the WCR and uploaded in the ICT solution, MUKTA-Soft through an application developed with the support of Odisha Space Applications Centre (ORSAC).
- 16.3 All executed works shall be closed upon completion in the ICT solution, MUKTA-Soft as per the prescribed procedures.

## **17. Work site facilities**

- 17.1 The IAs/IPs and ULBs together shall ensure availability of basic work site facilities like availability of clean drinking water, shade and place for rest, first aid box with adequate material for emergency treatment for minor injuries and other health hazards, support for child-care etc.
- 17.2 The IAs/IPs and ULBs together shall ensure that social distancing is maintained and there are no gatherings. Use of masks as well as sanitizers and other required facilities may be factored into the process.

## **18. Payment of Supervision Charges**

- 18.1 The Mission Shakti Groups/SDAs etc. shall be paid Supervision Charges, @7.5% of the total estimated cost of the work, if the work orders have been issued in their favour as implementing agency (IA). However, if the work is executed departmentally with work order being issued in favour of IE/JE/AE, then the IP shall be paid @7.5% of the total wage component of the work as Supervision Charges.
- 18.2 Tools and Plants Charges (T&P) and sundries etc may be added in the estimate as per codal provision.
- 18.3 The Supervision Charges shall be credited to the accounts of the IA/IP on the basis of the progress of the work and release of payments on fortnightly basis.
- 18.4 Deduction of taxes from the Supervision Charges of the IA/IP shall be applicable as per the existing Act & Rules.

## **19. Proper Maintenance of Records**

- 19.1 Proper maintenance of records is critical to ensure successful implementation of the Scheme.
- 19.2 Records and information on critical inputs, processes, outputs and outcomes of the Scheme such as list of sanctioned projects, estimates, plans, sanctions/approvals, works orders, muster rolls, measurement books, procurement register, workers record, asset

register, complaint register, inspection reports, invoices, vouchers, pay records, financial records, social audit reports, other audit reports, MIS etc. shall be maintained in the prescribed manner at the respective level of IAs/IPs, ward, ULB, district and State.

## 20. ICT Solution, MUKTA-Soft for the Scheme

- 20.1 Regular monitoring leveraging ICT will play an important role in effectively meeting the objectives of the Scheme.
- 20.2 The H&UDD will develop a work flow based, web enabled ICT solution and mobile application named MUKTA-Soft for recording of all transaction details of different processes in implementation of the Scheme and putting the same in public domain. **Manual/existing procedures will continue, until the ICT solution MUKTA-Soft is operational.**
- 20.3 The MUKTA-Soft will have several modules that capture basic data of works, workers, IPs/IAs, assets created, inventory of works, cost estimation, work status, labour-material ratio, muster rolls, measurement books, wages and supervision charges paid, funds received and utilized, grievance redressal, audit reports etc. Furthermore, the MUKTA-Soft will have features to generate dashboard and various reports giving details of different aspects of the implementation of the Scheme. All the modules, reports and dashboard will be so designed that the data is drillable from State down to the level of ward across various time series like daily, weekly, monthly, yearly etc.
- 20.4 All the concerned stakeholders shall ensure that entering, uploading and updating of data in the ICT solution, MUKTA-Soft is timely accomplished.

## 21. Maintenance of Accounts and audit

- 21.1 The ULBs will maintain separate books of account on expenditure of fund for this Scheme.
- 21.2 The accounts of the Scheme for each ULB, for each year will be subject to audit by the Local Fund Audit Organization of Finance Department, internal audit of H&UDD and Annual Technical Inspection of C&AG, India at their discretion.

## 22. Social Audit

- 22.1 Social Audit is an effective means for ensuring transparency, participation, consultation and accountability under MUKTA. An effective social audit mechanism will be determined by the H&UDD to promote people's participation in the audit.
- 22.2 The H&UDD shall engage an independent agency which is not involved in the planning and implementation of the Scheme to undertake social audit. The Social audit agency will conduct at least one social audit, in each ward every six months.
- 22.3 The concerned ULB officials along with project coordinators and implementation experts deployed in the ULBs shall facilitate conduct of social audit of the works taken up under the Scheme.
- 22.4 The findings from the social audit reports along with the action take reports will be uploaded in the ICT solution, MUKTA-Soft and will be available for public viewing.

### **23. Transparency & Proactive Disclosures**

- 23.1 The ULBs shall ensure that implementing agencies read out muster rolls information regarding attendance, work done and wages in the presence of wage seekers at the end of the day. The measurements in the measurement book will also be read out before the wage seekers during the measurement of works.
- 23.2 Worksites shall be maintained with a transparency board for each work with following details in English and Odia language and shall be accessible to all:
- a. Details about the work
  - b. Details of administrative and technical sanction
  - c. Period of work and generation of person days expected
  - d. Details of workers and wages paid
  - e. Work site amenities provided
  - f. Labour -material ratio
- 23.3 The georeferenced photographs of worksite (at least three stages – before, during and after completion of work) shall be uploaded in the ICT solution, MUKTA-Soft.
- 23.4 While implementing MUKTA, the following information should invariably and proactively be placed in the public domain (notice boards, websites etc.) by the ULBs:
- a. Names of work sanctioned
  - b. Names of work both completed and ongoing with wages paid and material component
  - c. Muster rolls including names of wage seekers who have worked, days worked and wages paid to each of them
  - d. Names of IPs/IAs and supervision charges paid to each of them
  - e. Quantity and price of materials purchased for each project along with the name of agency which supplied the material.
- 23.5 A person shall be designated at the ULB level and his name and contact no. shall be made known to the public, for public to know who to apply to for seeking information and for gaining access to records.

### **24. Grievance Redressal**

- 24.1 An effective grievance redressal mechanism at the ULB level, District level and at the State level will be determined by the H&UDD for dealing with any complaint by any person in respect of implementation of the Scheme and lay down the procedure for disposal of such complaints.
- 24.2 Multiple modes shall be provided to the complainant for registering a complaint such as a dedicated help-line number, website, email id, complaint boxes installed at conspicuous places in the ULB offices, ward offices, worksites etc. Furthermore, Mo-Sarkar citizen feedback initiative will be leveraged to collect, record and document citizen feedback on the implementation of the Scheme.
- 24.3 Complaint received from multiple modes will be uploaded in the ICT Solution, MUKTA-Soft along with the action taken report and will be available for public viewing.

## 25. Quality Management of works

- 25.1 An effective quality management mechanism will be determined by the H&UDD to ensure good quality and durability of assets being created under the Scheme.
- 25.2 To ensure that the project design, selection of materials and the workmanship are of the requisite quality, the IPs/IAs and field technical staff involved in these decisions will be appropriately trained and equipped by the H&UDD.
- 25.3 The project coordinators, Implementation experts and such other officers as decided by the H&UDD at the ULB level will constitute the internal quality supervision team. Each site visit by the quality supervision team will be followed by a detailed note of inspection in the format prescribed, which will be uploaded in the ICT solution, MUKTA-Soft and will be available for public viewing.
- 25.4 The H&UDD may appoint external independent quality monitoring agencies, if required through a transparent process for quality monitoring and quality grading of the works. The reports of quality monitoring agencies will be uploaded in the ICT solution, MUKTA-Soft and will be available for public viewing.

## 26. Information, Education and Communication

- 26.1 Information, Education & Communication (IEC) strategy shall be provisioned under the Scheme to create awareness and disseminate information regarding the objectives of the Scheme and benefits available under the scheme for the wage seekers.
- 26.2 Bank melas may be organised by the MC/EO for orienting and helping the local wage earners to open their savings bank accounts.
- 26.3 State Urban Development Authority shall carry out capacity building, handholding and orientation programme from time to time for ULB officials and IAs/IPs to facilitate efficient and effective implementation of the Scheme.

## 27. Convergence

- 27.1 The H&UDD shall take necessary measures to achieve effective inter-agency convergence and integration with other ongoing Government schemes/programmes so as to improve the quality and productivity of assets, and bring in synergies to address the urban development issues in a comprehensive and sustainable manner.

## 28. Institutional Arrangement for Implementation and Human Resources

### A. Apex Advisory Committee

- 28.1 An Apex Advisory Committee at the State level shall be constituted by the State Government under the chairpersonship of the Chief Secretary, Odisha comprising of members as provided below:
- a. Development Commissioner-cum-Additional Chief Secretary – Member
  - b. Secretary to Government, H&UD Department - Member
  - c. Secretary to Government, Finance Department – Member
  - d. Secretary to Government, Labour & ESI Department – Member
  - e. Financial Advisor, H&UD Department - Member
  - f. Director, Municipal Administration - Member Convenor

28.2 The Apex Advisory Committee will take policy decisions, approve required budgetary outlays, review progress of the scheme, impact and outcome of the Scheme etc. Meeting of the Committee may be convened at least once in a year.

#### **B. State Implementation & Review Committee (SIRC)**

28.3 A State Implementation & Review Committee (SIRC) will be constituted at the State level under the Chairpersonship of the Secretary to Govt., H&UD Department for periodic review, monitoring of implementation of the provisions of the Scheme and coordination for smooth implementation and furtherance of the objectives of the Scheme. The Committee will have the following members:

- a. Secretary to Government, Housing & Urban Development Department- Chairperson
- b. Director Municipal Administration - Member
- c. Financial Advisor, Housing & Urban Development Department - Member
- d. Joint Secretary, H & UD Department -Member Convenor
- e. Project Director, State Urban Development Agency - Member
- f. Municipal Commissioners of two Municipal Corporations - Member
- g. Executive Officers of one Municipality & one NAC - Member
- h. One representative from Finance Department - Member
- i. Representative of Mission Shakti Group - Member
- j. Team Leader, Technical Support Unit, - Member

28.4 The Committee will meet at least once in six months to provide guidance, review and monitor implementation of the Scheme and assess the impact and outcome of the Scheme.

#### **C. ULB Level Committee**

28.5 A ULB level Committee shall be constituted with the following members:

- a. Mayor/Chairperson - Chairperson
- b. MC/ EO - Member Convener
- c. City Engineer/Municipal Engineer - Member
- d. Health Officer - Member
- e. Representative of Mission Shakti Department - Member
- f. Programme Coordinator/IE of MUKTA cell -Member
- g. President & Secretary of the Federation (Registered/Formed) - Member
- h. President / Secretary of SDA/ erstwhile SDA - Member
- i. Other officials as may be decided by the MC/EO - Member

28.6 The Committee would meet every month to finalise the list of works, review progress of implementation of various provisions of the Scheme, identify bottlenecks, if any and resort to solution thereof, ensure that wages and supervision charges are paid timely, ensure grievances are disposed-off in time, ensure records on work orders issued, muster roll, work measurement, sanction of bills, payments etc. are maintained and

preserved properly.

#### **D. Ward Level Committee**

28.7 A Ward Level Committee shall be constituted with the following members:

- a. Corporator/Councillor - Chairperson
- b. Ward Officers – Member Convener
- c. IE/AE/JE in-charge of the ward – Member
- d. President/Secretary of Federations of that ward (Registered/Formed) – Member
- e. President/Secretary of three Mission Shakti Groups of the Ward – Member
- f. ASHA worker – Member
- g. Anganwadi worker – Member
- h. President/Secretary of SDAs/Slum level committee for each slum – Member
- i. Swachha Sathis/Swachha Supervisors, as may be decided by MC/EO – Member

28.8 The Ward Level Committee would prepare an annual plan

The Ward Level Committee would meet every month to propose the list of projects, create a shelf of projects, review progress of work, ensure grievances are disposed-off in time etc.

#### **E. MUKTA Cell**

28.9 For effective coordination and monitoring of implementation of MUKTA, a MUKTA Cell at the state level shall be established with requisite numbers of resource persons and experts as the H&UDD may deem fit. A similar cell shall be established at the ULB level with 3 dedicated resource persons namely Project coordinator, Implementation Expert and Accounts Expert. The functions and responsibilities of these dedicated resource persons are explained below in clause 29.

### **29. Roles & Responsibilities**

#### **A. Responsibilities of ULBs**

29.1 The ULBs will be responsible for following activities at the preparatory stage:

- a. Convening a meeting of the Engineers, MUKTA professionals, Community Organisers (Cos) and CMMU Manager to discuss the guidelines and SOP.
- b. The orientation of the IP/IA to be organised mandatorily after receiving the work order by the MUKTA professionals.
- c. Ascertaining the amount of money that the ULB will receive under the Scheme.
- d. Preparing Ward-wise list of active community-based organisations.
- e. Preparing Ward-wise list of active Swachha Sathis and Swachha Supervisors.
- f. Preparing inventory of names and contact details of the President and Secretaries of Mission Shakti Groups/ SDAs/ Federations.
- g. Finalising and notifying the composition of the Ward level and ULB level Committees.
- h. Finalising the broad principles for assessment of need for wage employment and technical feasibility of a project.

- i. Finalizing the standard format of resolution for the Ward Level Committee meeting.
- j. Completing the awareness/ sensitization/ IEC action plan.
- k. Finalising an easy-to-use set of information for the community-based organisations explaining their roles and responsibilities in implementing the initiative.
- l. Finalizing and publishing the schedule of dates for Ward Level Committee meetings.
- m. Publishing the list of members constituting the Ward Level Committees and the ULB Level Committee.
- n. Liaising with local banks for ensuring transfer of wages in DBT mode.

29.2 The ULBs will be responsible for following activities at the execution stage:

- a. Ensuring conduct of Ward Level Committee meeting.
- b. Ensuring submission of the list of projects by the Ward Officer as per schedule.
- c. Ensuring the conduct of ULB Level Committee meeting on the scheduled date (monthly).
- d. Finalizing the Final List of Projects.
- e. Submitting the Final List of Projects to the council for administrative approval.
- f. Finalising the IPs/IAs.
- g. Issuing Work Orders after getting the technical sanction issued.
- h. Making payment to the wage earners on a fixed date of the week.
- i. Ensuring payment of Supervision Charges to the IAs/IPs on a fixed date of the week.
- j. Ensuring completion of work and payment of final bill in time.
- k. Ensuring compliance with all relevant codal provisions and processes laid down in the guidelines and SOP of MUKTA.
- l. Regularly supervising work sites, checking records and facilitating technical and managerial support to the IPs/IAs for effective & timely implementation of schemes.
- m. Monitoring the quality of works in the field.
- n. Ensuring maintenance of community assets developed as part of the Scheme.
- o. Conducting regular work progress reviews with IPs/IAs and other stakeholders.
- p. Analysing and resolving project issues and conflicts in a timely and accurate manner.
- q. Periodically organising capacity building/training programmes on implementation modalities for IPs/IAs and field level functionaries.
- r. Ensuring maintenance of all necessary project records, registers, documents etc. manually and/or digitally as the case may be, for MUKTA.
- s. Promptly flagging issues/concerns/conflicts relating to the project to the H&UDD officials.
- t. Providing suggestions to the State Government for effective implementation of the

schemes/projects.

- u. Carrying out such other functions/activities as may be assigned by Department from time to time.

#### **B. Responsibilities of CLFs**

29.3 The CLFs will be responsible for:

- a. Attending the ULB Level Committee meeting.
- b. Assisting the ULB to finalise the list of IAs/IPs.
- c. Assisting the ULB in Awareness Generation/Sensitisation/ IEC activities.
- d. Assisting the ULB in any other matter as may be required from time to time.

#### **C. Responsibilities of ALFs**

29.4 The ALFs will be responsible for:

- a. Attending the Ward Level Committee meeting.
- b. Assisting the Ward Level Committee to finalise the list of projects and in prioritizing the activities.
- c. Assisting the CLF in assessing the capacity of the IAs/IPs.
- d. Assisting the ULB in Awareness Generation/Sensitisation/IEC activities.
- e. Assisting the Ward Officer and IE/JE/AE in any other matter as may be required from time to time.

#### **D. Responsibilities of IAs/IPs**

29.5 The IAs/IPs will be responsible for:

- a. Assessing the quantum of wage employment needed in a Ward.
- b. Assessing the requirement of different works in their Wards as per the provisions of the Scheme.
- c. Collecting personal information such as name of the wage seekers, name of the spouse/ father of the wage seekers, age, gender, Bank Account Details, Identity Document, etc. from all the potential wage seekers of their respective Wards/ Slums.
- d. Attending the Ward Level Committee meeting, whenever required.
- e. Support in finalising the list of projects of their Ward/ Slum to be placed before the Ward Level Committee.
- f. Collecting the Work Order whenever the work has been awarded.
- g. Collecting the e-Muster Roll from ULB and maintaining it on a daily basis.
- h. Submitting the e-Muster weekly at the ULB for ensuring timely transfer of wage into the accounts of the workers.
- i. Procuring the materials for the work, if the work has been awarded to them.
- j. Submitting the photographs and other relevant documents such as vouchers for the materials procured, collection of bank details and Aadhaar of workers etc. to help the ULB assess the progress of work.



- k. Ensuring execution of work without compromising the quality or quantity.
- l. Submitting the completion certificate duly signed by their President/ Secretary and countersigned by the IE/JE/AE concerned for closure of the project.
- m. Working closely with DUDA and ULB functionaries on all aspects of planning and implementation of MUKTA.
- n. Ensuring compliance with all relevant codal provisions and processes laid down in the guidelines and SOP of MUKTA.
- o. Ensuring maintenance of all necessary project records, registers, documents etc. manually and/or digitally as the case may be, for MUKTA.
- p. Promptly flagging issues/concerns/conflicts relating to the project to the ULB officials.
- q. Providing suggestions to the ULB and State Government for effective implementation of the schemes/projects.
- r. Carrying out such other functions/activities as may be assigned by Department/ULB from time to time.

#### **E. Responsibilities of Project Coordinator**

29.6 The Project coordinator of the ULB MUKTA Cell will be responsible for:

- a. Working closely with H&UD Department, DUDA and ULB functionaries on all aspects of planning and implementation of MUKTA and all other schemes/missions/projects assigned from time to time.
- b. Ensuring compliance with all relevant codal provisions and processes laid down in the guidelines and SOP of MUKTA and all other schemes/missions/projects assigned from time to time.
- c. Ensuring maintenance of all necessary project records, registers, documents etc. manually and/or digitally as the case may be, for MUKTA and all other schemes/missions/projects assigned from time to time.
- d. Ensuring all relevant records are regularly put on public domain as per the guidelines for MUKTA and all other schemes/missions/projects assigned from time to time.
- e. Developing project implementation plan with milestones, timelines, responsibilities and resource allocation and closely monitor the implementation progress.
- f. Regularly coordinating with different stakeholders like IPs/IAs, field functionaries, state level PMU etc. to ensure project deadlines are met fulfilling each goal and objective.
- g. Liaising with banks in opening of new accounts and ensure timely and fair payment of wages and supervision charges to labourers and IPs/IAs respectively.
- h. Ensuring creation and availability of PAN numbers of all MSGs/SDAs.
- i. Coordinating with banks to render necessary financial support to MSGs for availing working capital.
- j. Ensuring operation and maintenance of assets created under MUKTA to be made

- through community partnership.
- k. Supporting in preparation of designs and standard estimates for various works to be taken up under the programme. Propagate the use of local materials and labour-intensive technologies in estimate preparation.
  - l. Regularly supervising work sites, checking records and facilitating technical and managerial support to the IPs/IAs for effective & timely implementation of schemes/missions/projects.
  - m. Monitoring the quality of works in the field by undertaking independent visits/assessments and make recommendations for improving the same.
  - n. Conducting regular work progress reviews with IPs/IAs and other stakeholders.
  - o. Analysing and resolving project issues and conflicts in a timely and accurate manner.
  - p. Periodically organising capacity building/training programmes on implementation modalities for IPs/IAs and field level functionaries.
  - q. Organizing, attending and participating in all project meetings. Driving Departmental review of all urban initiatives undertaken at the ULB level through monthly meetings/periodic stocktaking and submission of periodic action reports.
  - r. Supporting establishment of systems, procedures, MIS and databases that support the management, administration, and monitoring of MUKTA and other schemes/missions/projects assigned from time to time.
  - s. Updating and generating MIS on daily basis and preparing necessary daily/weekly/monthly/quarterly/annual progress reports and report cards of the performance of JEs/AEs and IPs/IAs to be submitted to ULB, DUDA and H&UD Department as and when required.
  - t. Promptly flagging issues/concerns/conflicts relating to the project to the higher officials.
  - u. Ensuring convergence between MUKTA and other schemes/projects of government for gap filling and value addition.
  - v. Attending to complaints and redressal of project specific grievances in accordance with the specified grievance redressal mechanism.
  - w. Supporting in planning and implementation of social audit of MUKTA and all other schemes/missions/projects assigned from time to time.
  - x. Working closely and collaboratively with MC/EO, JEs, AEs, Implementation Experts, Accounts Experts, Mission Shakti Authorities and Groups, IPs/IAs, coordinators of Jaga Mission/other special projects and other stakeholders for effective implementation of the schemes/projects.
  - y. Capturing and documenting good examples and achievements from the MUKTA and other schemes/missions/projects for sharing with department/ULB and preparing reports on key activities, issues and required action points as and when required.
  - z. Providing suggestions to the ULB and State Government for effective implementation of the schemes/projects.

- aa. Carrying out such other functions/activities as may be assigned by Department/State PMU, from time to time.

#### **F. Responsibilities of Implementation Expert**

29.7 The Implementation Expert of the ULB MUKTA Cell will be responsible for:

- a. Preparing estimates, measurement of work, writing MB, generation of e-MB and visiting the work sites of all the works executed under MUKTA and other projects. The check measurement to be done by AEE/ME or any authorised officer.
- b. Supporting ULB and project coordinator in monitoring and supervising implementation of works related to MUKTA and all other schemes/missions/projects assigned from time to time.
- c. Ensuring accountability and transparency in the implementation of works related to MUKTA and all other schemes/missions/projects assigned from time to time.
- d. Coordinating with ward level committees and plan sufficient shelf of projects.
- e. Facilitating identification of works and consolidation, after scrutiny, all work proposals received from ward committees and support timely approval.
- f. Supporting concerned officials in timely technical approvals and issuance of work orders based on scheme/mission/project guidelines.
- g. Maintaining records of sanctioned estimates, technical approvals and work orders of all the works.
- h. Supervising work sites and facilitate technical and managerial support to the IPs/IAs for effective & timely implementation of programmes.
- i. Ensuring maintenance of all requisite work site facilities including first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being executed.
- j. Ensuring awareness generation among wage-seekers.
- k. IE is solely responsible for execution of work under MUKTA with due diligence and quality of work done at the field level.
- l. Ensuring collection of the muster roll from the work site and hand over to concerned official.
- m. Supporting check measurements of works, verification of the Measurement Book periodically & closure of completed works.
- n. Ensuring that the works meet the required technical standards and measurements.
- o. Ensuring that all records and data relating to project implementation are entered in the necessary online MIS at every required stage.
- p. Supporting in departmental review of all urban initiatives undertaken at the ULB level through monthly meetings/periodic stocktaking and submission of periodic delivery reports
- q. Supporting in planning and implementation of social audit of MUKTA and all other schemes/missions/projects assigned from time to time.
- r. Making available all relevant documents including the muster rolls, measurement books, copies of sanction orders, and other concerned books of account and

- records for the purpose of conducting the social audit.
- s. Working closely and collaboratively with MC/EO, JEs, AEs, Project Coordinators, Accounts Experts, Mission Shakti Authorities and Groups, IPs/IAs, coordinators of Jaga Mission/other special projects and other stakeholders for effective implementation of the schemes/projects.
  - t. Providing suggestions to the ULB and State Government for effective implementation of the schemes/projects.
  - u. Carrying out such other functions/activities as may be assigned by Department/State PMU, from time to time.

#### **G. Responsibilities of Accounts Expert**

29.8 The Accounts Expert of the ULB MUKTA Cell will be responsible for:

- a. Maintaining all necessary accounting and financial records manually and/or digitally as the case may be, for MUKTA and all other schemes/missions/projects assigned from time to time and keep all financial records such as vouchers, cash book, drawl book etc in her/his safe custody.
- b. The account expert has to prepare bills and vouchers, maintain accounts and the process the documents etc. the timely release of payment to the wage seekers and MSG/SDA under MUKTA.
- c. Ensuring adherence to all financial modalities mandated as per scheme guidelines/SOP and relevant Odisha codal provisions.
- d. Supporting preparation of estimates for projects and issuance of work orders.
- e. Verifying Muster Rolls and bills and ensuring timely release of wages and Supervision charges to wage seekers and IPs/IAs respectively.
- f. Ensuring transaction activeness of ULB PL account and preparing and ensuring timely submission of Utilization Certificates in formats prescribed.
- g. Facilitating timely audit of accounts of MUKTA and all other schemes/missions/projects assigned from time to time and ensuring timely compliance of audit observations.
- h. Ensuring that all the required financial information and records are provided for conduct of social audits; and ensuring follow up on required actions.
- i. Updating and generating MIS on daily basis and preparing review reports containing facts and figures as and when required.
- j. Ensuring that all entries relating to funds, payments, dues and other financial transactions are entered in the necessary online MIS at every required stage.
- k. Periodically organising capacity building/training programmes on financial and accounting matters for IPs/IAs and field level functionaries.
- l. Working closely and collaboratively with MC/EO, JEs, AEs, Project Coordinators, Implementation Experts, Mission Shakti Authorities and Groups, IPs/IAs, coordinators of Jaga Mission/other special projects and other stakeholders for effective implementation of the schemes/projects.
- m. Carrying out such other functions/activities as may be assigned by

Department/State PMU, from time to time.

- n. Preparation of utilisation certificate be made and submitted in Form OGFR-7A after due signature of counter signing authority to H&UD Department for onward transmission to A.G. (A & E), Odisha, Bhubaneswar.

### **30. Allocation of Funds**

- 30.1 Funds shall be allocated for ULBs annually and transferred to the PL Account of ULBs through IFMS in accordance with the procedure prescribed by the Government of Odisha from time to time.
- 30.2 Funds from OMBADC/ DMF may be leveraged and dovetailed for utilization under MUKTA Scheme.
- 30.3 The Utilisation certificate is to be submitted by the concerned ULBs in Form OGFR-7A after due signature of counter signing authority to H&UD Department for onward transmission to A.G. (A & E), Odisha, Bhubaneswar.
- 30.4 Further, whenever it is observed that one ULB is unable to spend the money timely, the Department is competent to withdraw the allotted funds and place the same in favour of another ULB where expenditure has been incurred in meeting the objectives of the Scheme and scope is available for spending more funds.

### **31. Miscellaneous**

- 31.1 The Inter State Migrant Work Men (Regulation of Employment and Conditions of Service) Act, 1979 may be followed, (wherever required) while implementing the scheme.
- 31.2 The H&UD Department will be the competent authority to clarify all the doubts, ensure removal of bottlenecks for implementation and relaxation of any provisions of the Scheme.