

12th FIVE YEAR PLAN (2012-17)

**EXPERT COMMITTEE ON
RESOURCES AND
PLAN IMPLEMENTATION**

INTERIM REPORT

KERALA STATE PLANNING BOARD

PLAN CO-ORDINATION DIVISION ● OCTOBER 2013

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Foreword

There is a general belief that, as a State, Kerala has not been tapping in full the available resources from the Centre for implementing Plan schemes, in particular the Centrally Sponsored Schemes. This belief has been ingrained in multiple levels of our politico-social rungs because of several investigative reports in the print media and by observations made by analysts and researchers of the Kerala economy. It is thus no surprise that the State Planning Board deemed it absolutely necessary to constitute a committee to probe into the critical aspects of resource mobilization in the context of under utilization of Central funds and suggest remedial measures to overcome all road blocks so that there would be a maximization of the flow of Central funds into the State and thereby plan implementation would become meaningful and socially productive to the Kerala economy.

The Expert Committee constituted for the purpose held a number of work man like sessions and obtained statistical and other information from selected departments. The committee is a heterogenous one and has experts from different disciplines which contributed to in depth analysis leading to innovative suggestions.

We have endeavoured to submit an interim report offering, we hope, pragmatic suggestions to overcome some of the immediate hurdles standing in the way of maximal fund utilization. The Committee would, in course of time, cover in more detail specific segments which have a bearing on the economic life of the people of the State and hopefully offer more workable suggestions.

I would like to thank each one of the members of the committee for their inputs, their whole hearted support in drafting out the report and for building up the camaraderie that prevailed in the group. I will be failing in my duty if I did not place on record the valuable secretarial assistance received from the Plan Coordination Division of the Planning Board through its Chief Shri. D. Prashanth and his deputies Shri. P.V. Kamalasanan Nair and Smt. Roopa R.V, not to mention the supporting staff who worked tirelessly and without complaints.

R. Narayanan IAS (Rtd.)
Chairman

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1. INTRODUCTION

1.1 The State Planning Board constituted an Expert Committee on Resources and Plan Implementation and asked to submit an interim report to cover “*all changes in guidelines required for Centrally Sponsored schemes (CSS) in the light of the proposed Government of India decision to introduce flexibility in these schemes. The interim report will also cover the immediate steps that are to be taken by the respective departments for submitting detailed proposals to various Central Ministries for availing financial assistance during the current financial year*”. (Ref Order No.9508/12/PCD/SPB dated 9-4-2013). Proceedings of the Planning Board constituting the Committee are appended. (Appendix I to IV).

1.2 The following are the members of the Committee.

1. Sri. R. Narayanan IAS (Rtd.) - Chairman
2. Dr. V.P. Joy IAS - Member
3. Sri. Rajesh Kumar Sinha IAS - Member
4. Dr. K.K. George - Member
5. Dr. G. Karunakaran Pillai - Member
6. Dr. N. Ramalingam - Member
7. Dr. Mary George - Member
8. Dr. Saji Gopinath - Member
9. Dr. K.R. Radhakrishna Pillai - Member
10. Sri. D. Prashanth - Member Convener

1.3 Following the request of Dr. K.K. George, Shri. K.K. Krishna Kumar was co-opted into the committee as an alternative to him since his health might not permit him to attend all the meetings – (Refer order No. 9508/12/PCD/SPB dtd. 28-6-2013 of the State Planning Board,

Appendix III). The Committee held 9 meetings on 30-4-2013, 15-5-2013, 12-6-2013, 12-7-2013, 5-8-2013, 23-8-2013, 11-9-2013, 25-10-2013 and 29-10-2013.

1.4 There is a general feeling, that Kerala State, for a variety of reasons, has not been optimally availing of Central Assistance. This has also been highlighted by the Comptroller and Auditor General of India (CAG) in its report on Local Self Government Institutions (LSGIs) for the year that ended in March 2012, which underscored several vital points like delays in convening Grama Sabhas for identification and recommendation of works under the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). The report also flags the apathy of the District Planning Committees in preparing draft Development Plans, which according to the CAG, is a violation of constitutional responsibilities of Local Self Governments.

1.5 The Committee looked into the performance levels of the 11th Plan and found that at a macro level the available Central funds for all CSS was ₹ 8921.47 crores and the utilization was ₹4927.97 crores. This works out to 55.24%. Out of the Central funds, the sum for Flagship Schemes was ₹6275.25 crores and utilization ₹4434.16 crores, which in percentage terms works out to 70.7%.

1.6 This indicates that there has been a pattern of under utilization of Central funds. In order to reverse this trend, the Committee decided to focus attention on a few crucial parameters, which if tackled properly could.

- (a) Increase the flow of resources to the State
- (b) Ensure timely implementation of schemes and

(c) Fulfill the social responsibilities which are integral to the schemes

1.7 In this context the committee took into consideration the July 8th 2013 letter of the Deputy Chairman, Planning Commission to the Chief Minister which deals with the aspect of flexibility in Central guidelines on CSS. The letter conveys the decision of GoI to restructure the CSS. One of the features of such restructuring is that number of CSS has been reduced by restructuring the schemes from 142 to 66. Existing guidelines for individual CSS can be modified on a State to State basis taking into account the special circumstances of the State. In each scheme an additional flexibility of 10% of the allocation can be used to promote innovative programmes within the broad objective of the particular CSS. Projects financed under this window can depart from the guidelines in the interest of allowing innovation.

1.8 This decision of the Government of India (GoI) conveyed through the letter of the Deputy Chairman, Planning Commission represents a sea change in the CSS scenario and offers a golden opportunity to the States, particularly Kerala, to optimize resources from the Centre and remove several of the obstacles standing in the way of timely completion of CSS. In view of the importance and far reaching consequences of this change the letter of the Deputy Chairman with its enclosures are given in Appendix V.

1.9 In the above context, and with a view to improving the utilization of Central funds for the current plan, the Committee decided as a first step to study the following five Flagship Schemes viz.

- 1) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

- 2) Pradhan Mantri Gram Sadak Yojana (PMGSY)
- 3) Sarva Siksha Abhiyan (SSA)
- 4) Jawaharlal Nehru National Urban Renewal Mission (JNNURM), and
- 5) Indira Awas Yojana (IAY)

1.10 The main objectives of the study were to clearly identify the existing road blocks coming in the way of timely and effective utilization of central funds, suggest remedial measures to overcome them and to suggest innovative ways to expand the scope of existing schemes to suit the specific needs of the State.

1.11 The Committee felt that such a study would be consistent with the preamble setting up the Committee, which is to propose changes in the existing guidelines, a part of which has proven to be far too rigid and impractical in the Kerala context. While studying in detail 5 flagship schemes, the committee has kept in focus the possible innovations that could be suggested so as to make the programmes State specific. We hope that if our suggestions are accepted there will be a greater inflow of Central funds in the coming years and that the outcome of implementation would yield more meaningful, durable and socially acceptable assets. We have, for the present, confined our attention to the 5 flagship schemes, since we are of the opinion that the suggestions emanating from the study could be made applicable 'mutatis mutandis' to all the CSS. Hence what emerges is that there are general as well as scheme specific suggestions and they need to be considered and acted upon keeping the different emerging perspectives.

1.12 As a first step, the Committee decided to obtain details of these five schemes in two separate proforma. The proforma are given in Appendix VI. The first one is to ascertain the basic parameters of the

schemes and to provide information on the various preliminary steps that have to be undertaken to obtain clearances for the schemes. It was felt that all grey areas should be countered with at the earliest. Various issues like expeditious grant of administrative and technical sanctions, preparation of proper project reports to suit the Central parameters, establishing a liaison with counterparts of the corresponding Central Ministries, timely release of State part of the budget, submission of proper utilization certificates to the satisfaction of the Central Ministries and establishing a well developed monitoring system, came in for consideration. The committee is of the view that if proforma 1 is submitted giving full information it will be possible to anticipate the possible roadblocks well in advance and initiate remedial measures without delay. It is therefore necessary that for all CSS, information in the prescribed format be given in the early part of a financial year, after which the concerned Heads of Department and perhaps the State Planning Board could undertake an exercise to identify the stumbling blocks and take immediate remedial measures so as to ensure timely release of Central Funds.

1.13 The Committee is of the opinion that while prompt flow of Central Funds is an important aspect of streamlining plan implementation the achievement of physical and social targets is of equal if not greater importance. In the ultimate analysis the creation of assets and an analysis of their beneficial impact on the community assumes greater significance than fully expending the money earmarked for the schemes. We are of the opinion that a close watch on the expenditure and the attainment of physical/social targets commensurate with the expenditure can be kept if all implementing departments submit reports on a timely basis in proforma 2.

1.14 In this context it was also decided that a critical analysis will have to be made about the long term benefits of CSS. There are many CSS which have a convergence to schemes within the State Plan. They have to be identified and not only to avoid duplication but also to relieve the State budget of extra resources, the State schemes should be eliminated and the scope and extent of the corresponding CSS widened. This exercise has to be conducted at the departmental level but the State Planning Board (SPB) can always render guidance. Apart from convergence, another aspect that needs to be looked into very critically is about the long term impact of certain CSS on the State's finances. There may be a few CSS which might appear to be very meaningful and attractive to begin with. However after implementation the responsibility of maintenance would fall upon the shoulders of the State. Such maintenance is not only in physical terms but could include staff costs and other day to day expenses. Politically it may be difficult to eliminate such schemes but we feel that an honest attempt should be made to atleast identify those schemes which in the long run would cause a severe drain on the State exchequer.

1.15 Keeping the above mentioned factors in mind the Committee organized a meeting with the Departmental Heads of the five Flagship Schemes and tried to find out what were the ground realities and the implementational problems. We obtained a feed back and on that basis and extensive discussions within the committee we give in the subsequent paragraphs an overview of each of the 5 schemes. For each of these schemes we have endeavoured to present a) the current status, b) the problems/obstacles standing in the way of speedy implementation and c) suggestions – some innovative – to improve the scope of the schemes in the Kerala context.

2. ANALYSIS OF CENTRALLY SPONSORED SCHEMES

2.1 Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

2.1.1 MGNREG Act, an important tool of employment generation and poverty eradication, was passed in Parliament in 2005. Major objectives are to provide productive employment, create assets that raise land productivity, raise general wages, reduce migration of workers in search of jobs and reduce population and employment pressure in metros.

2.1.2 It was in the Union Budget 2006-07 that for first time fund allocation to the order of ₹11,300 crore was made for implementation of the programme in 200 backward districts selected across the country. Palakkad and Wayanad were selected from Kerala in this first phase. In the second phase 2007-08, fund allocation was raised to ₹16600 crore and total coverage of districts improved to 330. In the second phase, Idukki and Kasaragod were enlisted from Kerala. In 2008-09, though allocation of fund remained the same at ₹16,600 crores, the scheme covered 596 rural districts.

2.1.3 The 2009-10 budget witnessed steep increase in fund allocation to ₹39,100 crores which is an increase of 135.5% over the previous year. Further, 115 pilot districts were also added to the already existing 596 districts. In Phase III remaining districts of Kerala were included. Thus MGNREGS covering 711 rural districts of India accounted for massive improvement in livelihood enhancement of the rural poor. In India, in 2009-10, 4.34 crore households have been provided employment. Out of the 182.88 crore person days created during the period, 29%, 22% and 50% were in favour of Scheduled Castes, Scheduled Tribes and Women respectively.

2.1.4 Right based: MGNREGS has rights-based framework and assures legal guarantee of work within 15 days of demand for work, failure of which mandates compensation by the State Government. In order to ensure minimum wages guaranteed by law, 60% of the fund allotted is earmarked for wages and the remaining 40% for material acquisition and administration.

The Kerala Experience

2.1.5 Table 2.1 provides some information with regard to the functioning of MGNREGS from 2010-11 onwards. It may be observed that while number of person days created fell short of target in 2010-11 it exceeded the target in 2011-12. In 2012-13, again achievement fell short of target.

Table 2.1
MGNREGS - Financial Progress (2010-11 to 2012-13)

Sl. No.	Share of Assistance	2010-11		2011-12		2012-13	
		Allo-cation	Release	Allo-cation	Release	Allo-cation	Release
1	2	3	4	5	6	7	8
1	Total Central Share (Rs. In Cr)	1131.95	704.23	1084.3	951.1	--	1311.16
2	Release of funds as Percentage of Central allocation		62.21%		87.72%		

Source: MGNREGP Website

2.1.6 When MGNREGS fund allocation and release is examined, it is observed that fund release improved from 62.2% in 2010-11 to 87.7% in 2011-12. The target and achievement of number of person days generated is depicted in Table 2.2. The achievement had substantially increased from 78.37% during 2010-11 to 118.42% during 2011-12. Hence it is evident that fund release by central government and the

physical target are positively correlated. Higher the fund release, higher the target and vice versa.

Table 2.2
MGNREGS - Physical Progress (2010-11 to 2012-13)

Sl. No.	Share of assistance	2010-11		2011-12		2012-13	
		Target	Achievement	Target	Achievement	Target	Achievement
1	2	3	4	5	6	7	8
1	No. of person, days generated (Rs. In lakhs)	628.74	492.75	534.62	633.11	833.7	810.99
2	Achievement as percentage of Target of person days		78.37%		118.42%		97.28%

Source: MGNREGP Website

Table 2.3
Employment Generated, Works and Wages Provided in 2012 – 13

District	Employment provided			Works		Wage per person day ₹	Cost per person day ₹	Avg No. of labourers per work	Avg. person days per work
	House Hold	Persons	Person days	Completed	in progress				
Alappuzha	49639	51087	641624	2827	6170	107.21	139.2	5.7	71.32
Ernakulam	30348	31017	204388	550	2080	95.35	161.57	11.79	77.71
Idukki	7299	8256	70526	240	9709	62.63	151.85	0.83	7.09
Kannur	36025	36858	366795	579	4296	111.87	143.47	7.56	75.24
Kasargod	19571	20010	171724	305	3421	122.91	164.32	5.37	46.09
Kollam	50943	52837	481139	1019	3903	114.12	142.35	10.73	97.75
Kottayam	11797	12104	95349	1430	1096	120.53	199.93	4.79	37.75
Kozhikode	39338	40110	398937	903	3268	98.41	130.1	9.62	95.65
Malappuram	44755	46136	531282	677	4616	106.57	140.04	8.72	100.37
Palakkad	98448	102337	1431115	995	10435	150.94	168.23	8.95	125.21
Pathanamthitta	28482	29542	330414	748	1855	104.37	135.72	11.35	126.94
Thiruvananthapuram	66299	68883	894791	338	9058	82.14	105.42	7.33	95.23
Thrissur	68599	70572	1147250	1488	5634	150	169.22	9.91	161.09
Wayanad	35099	36918	487645	52	2969	134.81	154.64	12.22	161.42
Total	586642	606667	7252979	12151	68510	121.17	148.52	7.52	89.92

Source: MGNREGP Website

Table 2.3 gives the district wise disparity in the performance of MGNREGS. Out of the total person days created 0.9%, 23.6% and 6.7% and 19.7% are respectively in Idukki, Kasargod, Wayanad and Palakkad districts. This disparity has to be reasonably explained by the implementing authorities. Average person days provided per household in each district is another indicator of the performance of the programme.

2.1.7 Another important observation is with regard to asset creation. Out of the total of 12151 works completed only 52 (0.4%) is in Wayanad, 240 (1.97%) in Idukki and 305 (2.5%) in Kasargod while 2827 (23.3%) is in Alappuzha alone. Similar disparity is seen in the case of work in progress. Out of the 68510 works in progress while districts like Kottayam, Pathanamthitta, Ernakulam and Wayanad get respectively 1.6%, 2.7% , 3% and 4% respectively, Palakkad alone gets 15.23%. Of course, equitable distribution of asset creation is not possible as it depends on the possibilities in each district and the needs and aspirations of the people. However, wide disparity points to poor planning and administration and bias in the conduct of the programme. This aspect requires a detail study.

2.1.8 When Table 2.3 is examined, certain doubts arise. When the minimum wage of MGNREGS in Kerala is fixed at ₹180/-, in no district that level of wage is given. The wage given ranges from ₹150/- in Palakkad to ₹82.14 in Thiruvananthapuram. Average wage of MGNREGS at the state level is reported as ₹121/- . Similarly, cost per person day varies between ₹105.42 (TVPM) to ₹199- (Kottayam). Material and administrative expenses are to be met from the separate share of fund allotted (40%) for it. Even otherwise, how can cost per person day vary in such large range? Almost all items in Table 2.3 are

worth probing. Since MGNREGS is an extension of the 'Food for Work' programme of Government of India, workers are expected to get the minimum wage fixed by each State, violation of which on any count is a blemish. Similar variation across district is indicated in the case of cost per person day.

2.1.9 A thorough examination of the table will bring out some clarifications as well as some more doubts with regard to inter district variation. Proper social auditing by an external agency can find out the flaws if any and corrective steps may be taken thereupon.

2.1.10 Table 2.4 provides data on projects earmarked for 2013-14. An appraisal of the data shows wide variation across districts. For example, in the case of Wayanad, out of the total of 2000 flood control projects selected under MGNREGS, only 9 is meant for the district, Water conservation undertakes 1295 projects but the district gets only 4 out of it. Similarly out of the 3027 water harvesting projects, the district's share is only 11. Here, we have to remember that 2012-13 was a drought year for Kerala and Wayanad district was the worst affected one. Irrigation canals and irrigation facilities to SC/ST takes up 689 projects out of which Wayanad, the tribal district of Kerala with 37% of its population being tribal got only 2 projects. Further 3800 works are planned under land development of which Wayanad gets zero representation. All these indicates lack of proper planning and identification of the projects on the part of the stakeholders and lack of awareness among the beneficiaries. This is also reported by the CAG (2011). CAG remarked that Government of India has the responsibility to ensure the proper utilization of grant money. This is to be achieved through receipt of progress reports, utilization certificates and conduct of internal audits.

Table 2.4

Execution wise Assets Created during the Financial Year 2013-2014

District	Flood Control	Rural Connectivity	Water Conservation And Water Harvesting	Renovation of Traditional Water Bodies	Drought Proofing	Irrigation Canals	Irrigation Facilities To SC/ST/AY/LR	Land development	Other works	Bharat Nirman Rajeev Gandhi Sewa Kendra	Coastal Areas	Rural Drinking Water	Fishes	Rural Sanitation	Total
	GP	GP	GP	GP	GP	GP	GP	GP	GP	GP	GP	GP	GP	GP	GP
ALAPPUZHA	408	15	48	426	109	80	230	1511	0	0	0	0	0	2	2829
ERNAKULAM	122	17	171	88	45	41	53	13	0	0	0	0	0	0	550
IDUKKI	21	0	9	5	1	0	0	203	1	0	0	0	0	0	240
KANNUR	140	7	183	102	23	69	3	52	0	0	0	0	0	1	580
KASARGOD	151	0	30	9	2	13	12	88	0	0	0	0	0	5	310
KOLLAM	178	17	142	83	19	114	29	430	7	0	0	0	0	0	1019
KOTTAYAM	33	19	205	508	11	137	17	498	2	0	0	0	0	0	1430
KOZHIKODE	292	50	163	164	7	36	27	164	0	0	0	4	1	26	934
MALAPPURAM	53	20	64	313	7	35	74	98	13	0	0	6	0	7	690
PALAKKAD	180	20	67	388	23	43	97	177	0	0	0	0	0	0	995
PATHANAMTHITTA	86	6	55	274	24	58	33	212	0	0	0	2	0	0	750
THIRUVANANTHAPURAM	0	1	18	40	2	7	1	269	0	0	0	0	0	0	338
THRISSUR	327	3	86	616	27	230	111	85	3	0	0	0	0	0	1488
WAYANAD	9	24	4	11	1	1	2	0	0	0	0	0	0	0	52
Total	2000	199	1245	3027	301	864	689	3800	26	0	0	12	1	41	12205

Source: MGNREGP Website

Table 2.5
Average Person days per Household (2012-13)

District	Average days provided to a HH 2011-12	Average days provided to a HH 2012-13	Increase during the current year (2013-14)
Palakkad	43.17	49.68	6.51
Wayanad	35.30	39.68	4.38
Idukki	52.57	60.48	7.91
Kasaragod	39.95	43.02	3.07
Alappuzha	52.79	63.87	11.08
Earnakulam	53.18	53.63	0.45
Kannur	33.54	32.04	-1.5
Kollam	42.44	47.13	4.69
Kottayam	36.68	41.16	4.48
Kozhikode	35.64	41.18	5.54
Malappuram	39.82	43.33	3.51
Pathanamthitta	42.73	50.80	8.07
Thiruvananthapuram	57.42	64.19	6.77
Thrissur	42.14	42.15	0.01
Total	44.70	49.46	4.76

Source: MGNREGP Website

HH – House Hold

2.1.11 As on 13-5-2013 while the average person days per household during the year 2012-13 is 49.46 days in Kerala, it is 43.89 days at the National level. Thus the performance of Kerala in 2012-13 was better than that in the previous year as well as in comparison with the all India average. At the same time, wide inter district variation is noted in the person days created per household, when 8 districts lag behind the State average. Thiruvananthapuram, Alappuzha and Idukki enjoy enviable positions against the state average.

2.1.12 Also, MIS data reveals that Andhra Pradesh, Maharashtra, Tripura, Mizoram, Rajasthan, Tamil nadu and Sikkim provided more days of work per household than Kerala.

Women component in MGNREGS

2.1.13 One of the superior goals of MGNREGS is to improve the purchasing power of poor women by employment generation. Table 2.6 highlights that at the all India level women participation which was 48.17 % in 2011-12 improved to 51.95% in 2012-13. At the same time, in the case of Kerala it improved marginally from the already high level of 92.85 % in 2010-11 to 92.99 % in 2012-13. Thus the State holds the premier position in the generation of person days for women followed by Pondicherry, Goa and Tamil Nadu at the National level.

**Table 2.6
Women Participation**

Sl No	Year	National level			State Level		
		Person Days Generated (In Lakh)	Women person days generated (In Lakh)	% age of women person days to total	Person Days Generated (In Lakh)	Women person days generated (In Lakh)	% age of women person days to total
1	2011 12	21170.77	10197.74	48.17	631.92	586.76	92.85
2	2012 13	21341.10	11085.99	51.95	836.44	777.84	92.99

Source: MGNREGP Website

2.1.14 Reasons for the high participation of women in MGNREGS are (i) 100% mates in the State are women (ii) Preparation of Labour Budget and Action Plan starts from the neighborhood groups (iii) The Kudumbasree Area Development Society helps in registration, taking photographs, arranging project initiation meetings, issuing work related

notices, facilitating social audit and liaisoning with the GramaPanchayat for timely payment of wages and (iv) Majority members in the Vigilance and Monitoring Committee are Women and majority members in the Social Audit Team are women. All these factors, with the involvement of Kudumbasree, enabled the housewives and women idling in their homes to come out and demand jobs under the Scheme. This fact is corroborated by the high degree of group demand in the State.

2.1.15 Though the above factors can be considered as the strength of the MGNREGS in Kerala, on serious analysis it can be stated that these factors themselves are the reasons for the part failure of the programme. Poor women are generally led by immediate needs and requirements of their family rather than the long term development needs of the ward or panchayat. They are normally unaware of the assets that could be created along with the employment generated, and as the stakeholders of the programme also do not care for identification of the work programmes which go to create essentially needed durable assets while providing employment.

Scheduled Castes / Scheduled Tribes (SC/ST) Involvement in MGNREGS

2.1.16 The Scheduled Castes population of the State is 3123581(8.84% of the total population) and ST Population 364189 (1.03% of the total population). As per MIS, there are 4,82,060 Schedule Caste workers and 94,641 Schedule Tribe workers. Out of the total Person Days generated as on 15th of May 2013, 15.35% is accounted by SC workers and 2.56% is accounted by ST workers. Since ST participation is not upto expectations, the State has decided to take up a campaign in the current

financial year at the Grama Panchayat (GP) level to identify those prospective SC/ST Households yet to be covered under MGNREGS. A door to door campaign with the help of SC and ST promoters is to be initiated to enroll 100% SC/ST households who are willing to participate in MGNREGS. Along with registration, it is also decided to take up works such as land development, water conservation, irrigation and horticulture activities in the colonies of SC/ST.

2.1.17 In addition, to ensure ST Participation in MGNREGS, the State ST Development Department has sanctioned an amount of ₹1.50 Lakh as a corpus fund at the GP level so that advance wage can be given to the ST Workers. Fifty percent of the wages (₹90) will be paid to the ST workers on receipt of the filled musters from the corpus fund. Subsequently, the balance wage due will be paid from the MGNREGS fund to the workers account after processing the muster rolls by the Grama Panchayat Secretary. The advance wage already paid will be credited back to the corpus fund debiting the MGNREGS account.

Table 2.7
Percentage of work completed Kerala and India

Sl No.	Financial Year	Percentage of works completed in Kerala	Percentage of works completed at the National level
1	Up to 2009-10	46.05	85.25
2	2010-11	68.65	61.27
3	2011-12	97.31	53.21
4	2012-13	77.12	17.69
Total		85.05	54.97

Source: MGNREGP Website

2.1.18 Percentage of work completed in Kerala is far higher than that at the National level. At the same time, the quality of the asset created (works completed) and the durability is not accounted for by the data explained in Table 2.7.

Table 2.8
Person day generation and Families provided work

Sl No	Indicator	State level (In Lakh)			National level (In Lakh)		
		Forecasted as per Labour Budget	Actual achieved	Percentage of achievement Forecast	Forecasted as per Labour Budget	Actual achieved	Percentage of achievement Forecast
1	Families provided Employment	15.26	16.93	110.94	532.52	493.17	92.61
2	Person day generation	833.69	837.44	100.44	27758.67	22441.79	80.84

Source: MGNREGP Website

2.1.19 From Table 2.8 it can be seen that actual achievement of families provided with employment and person days at the State level exceeds the labour budget forecast whereas, on the other hand at the National level both are under achieved. This shows overall better performance of MGNREGS in Kerala.

Merits of MGNREGS

2.1.20 Since MGNREGS is a Central Government sponsored scheme, even APL category persons are ready to possess job cards and work. But local self government institutions and MGNREGS cell have failed to draw up suitable schemes which would provide employment while creating assets. If the scheme is designed to be flawless, it will attract great demand for work and will function as possibly the best programme

for economic inclusion. Advantages emanating from this scheme to those who participate in it include,

- (a) MGNREGS job card holder feels as if he/she is a GOI employee
- (b) Guaranteed job also guarantees income and purchasing power and hence access to the market.
- (c) They are economically empowered, as the job cards raise their credit rating.
- (d) This scheme could create vast social capital as it overcomes caste barriers. When people, who were traditionally unwilling to work with poorer categories and SCs and STs now come down to work with, mingle and dine with them it creates social cohesion on a large scale.
- (e) MGNREGS has a white collar appeal, particularly now, in Kerala, when the Government has decided to give pension to those MGNREGS workers who are 60 years and above.
 - The purchasing power created by the scheme enables the poor and the destitute, especially woman headed families, to possess small productive assets like chicklings, piglets, goat etc which would raise their purchasing power in the future. Also, they possess other utilities like furniture on installment basis.
 - Since the marginal propensity to consume of the poorer sections is equal or greater than one (i.e. MPC= or >1), the entire amount they receive in the form of wages would create multiplier effect in the economy which would in turn push up production and further investment.
 - This is the largest ever employment generation and financial inclusion programme launched by a government anywhere at any time in the world.

2.1.21 Measures suggested for revamping the system in Kerala

- (i) MGNREGS cell of Kerala and the Panchayat Raj authorities should take measures to identify work programmes which would satisfy the twin objectives of employment generation and durable asset creation with a long-term plan perspective.
- (ii) Capacity building at the panchayat level is essential. In fact, the lofty objective of this programme of reaching out to the marginalized segment of the population has to be fully understood in its true sense by the panchayat authorities and hence awareness creation to functionaries is essential. First of all they should be empowered, both to understand the MGNREGS and to identify appropriate job projects suitable for it.
- (iii) At the block level one fulltime officer and office should function to make the system operationally feasible. Government should nominate a suitable person for this purpose.
- (iv) Empowering the beneficiaries about their own rights and entitlements of the scheme, through the assistance of electronic print media and other interest groups. Field publicity of PRD should be made active.
- (v) Awareness creation of the local poor who are supposed to be the beneficiaries of the scheme is of paramount importance. Only when they are aware of their rights and entitlements would they place their demand for jobs. This awareness will enable them to exert pressure upon the authorities to provide the amenities and facilities enshrined in the act.

- (vi) Supervision of experts in the creation of assets through MGNREGS work is essential to ensure the quality and durability of the assets created.
- (vii) MGNREGS has to work out a positive synergy with agriculture in Kerala. Agriculture, especially lease land farming should be included in this program. This, in no way, is asset creation directly. But indirectly it is so, as it helps to retain water sheds. If fallow lands in Kerala are left as such for long, because of speculation in land, their price will sky rocket and would be sold for non-agricultural purposes with the consequent degradation of ecosystem and ground water depletion. These possibilities are averted, if lease land farming is allowed and the fruits of such operations are shared between the owner and the MGNREGS workers who cultivate them making both the parties better off. This aspect should be taken up with Central Govt.
- (viii) Reclamation of wells and cleaning up of water bodies may be identified as creation of assets.
- (ix) Total sanitation program, toilet construction, formation of bio-gas plants with bio-degradable waste should be given greater importance and be strengthened.
- (x) Skilled works like hand-loom weaving may be included since such worker's earnings is lower than that of MGNREGS workers in the State.
- (xi) In districts with forest border, water-harvesting through the construction of vast but shallow ponds in the forest may be undertaken as part of the operation. This would recharge ground

water, give drinking water to animals and birds in summer and help the growth of green cover which would make forests sustainable.

- (xii) In order to attract Scheduled Castes and Scheduled Tribes to this scheme delay in wage payment should be eliminated through electronic fund management. End-to-end tracking of wage payment may be introduced. Real time recording of spending of money would make it transparent.
- (xiii) Social auditing should be conducted every six months by an external agency and a diary of which may be kept. In states like Andhra Pradesh social auditing could recover thousands of crores of money diverted from the scheme.
- (xiv) State government must have ultimate control over the scheme. Only then will the functionaries be answerable to the immediate and beneficiary authority, which is the State Government.
- (xv) Government of India's Flagship Programs of rural housing and infrastructure could be integrated under MGNREGS work, instead of the petty works undertaken so far.
- (xvi) Good governance of the system alone could enable the project to attain the lofty goals of employment generation, decent livelihoods and asset creation.
- (xvii) Since sustainable micro enterprises, small businesses etc; have proved to be very successful projects which build up local economies and enrich social cohesion, they should be brought within the purview of MGNREGS.
- (xviii) Experiences of the scheme across the country show that reclamation of fallow lands to mixed cropping, adoption of

horticulture etc; have improved the land utilization pattern of the area and the material well being of the participants.

- (xix) When MGNREGS work is done in the lands of farmers, it must be for the creation of durable assets like water harvesting, reclaiming irrigation ponds, cleaning of water bodies since the objective is to improve quality and productivity of their lands.
- (xx) Social audit of the program twice a year is essential to ensure accountability and transparency.
- (xxi) If properly incorporated and enforced, a comprehensive set of operational rules could strengthen the entitlement frame work and fix responsibility at every level.
- (xxii) Congenial atmosphere may be created by providing facilities which are mentioned in the act, such as drinking water, medicines, shades or sheds to rest, crèche facilities for children, availability of muster roll at work sites etc.
- (xxiii) Studies show that this program has not improved the plight of the Scheduled Tribes. Therefore it is necessary to identify the peculiar problems of tribal people and find solutions to bring them under the ambit of the program. Housing and infrastructure needs of Scheduled Tribes may be incorporated in the work schedule.
- (xxiv) Account books should be made available for checking on a daily basis to the beneficiaries. Expenses, if any, of the Mate should be part of the Scheme.
- (xxv) Meaningful communication between Block and Panchayat on MGNREGS work is essential, which many studies found missing.

- (xxvi) A few studies reported that the scheme was “trapped within the clutches of the self-serving bureaucracy”. Awareness creation and empowerment of local community supported by social audit of the program can break this trap to a certain extent.
- (xxvii) Demand for work should be on the basis of felt need of the Panchayat.
- (xxviii) Average wage given is reported to be lower than the minimum wage fixed with MGNREGP in most of the districts.

2.1.22 It is hoped that these set of suggestions given will be followed up with the consideration that they deserve. We would, in this context, recommend that a periodical in depth review and monitoring be conducted under the aegis of the Planning Board, touching upon these issues, so that there is a feeling that there is a watch dog over the MGNREGS in Kerala.

2.2 Pradhan Manthri Gram Sadak Yojana (PMGSY)

2.2.1 PMGSY is designed to support the GOI agenda to alleviate poverty in rural areas by promoting economic development and providing access to basic services that can improve the quality of life of the rural poor. The empirical evidence at the macroeconomic level of the positive correlation between road improvement and GDP per capita growth is extensive, yet, the distributional impact of road projects, especially the impact on the poor, needs to be assessed.

2.2.2 Kerala is one of the most densely populated States in India. While only one-fourth of the population was reported as urban, geographical, political, economic and other considerations have influenced the settlement pattern of Kerala. In Kerala, 90% of rural population was enumerated in villages with a population of 10000 and over. The comparable figure for Bihar was 4.2%, Madhyapradesh 0.1%, Rajasthan 0.9% and UP and 0.7%. In terms of the number of villages in the State 74% of the total number of rural settlements belong to villages with a population of 10000 and over. These figures bring out the sharp contrast between Kerala on the one hand and other Indian States.

2.2.3 The disadvantage for Kerala is its climate. The monsoon season is comparatively long and strong. It creates havoc on the road condition, year on year. Together with its relatively high density of vehicle usage, a long ride in the State can be a bumpy affair.

2.2.4 All roads under PMGSY are prioritized out of the Core network. According to the guidelines of the schemes prioritization is made keeping population size and new connectivity. The Core Net Work is based on habitation, which is a cluster of population. The core network provides

only single connectivity to habitation. This cluster approach with single connectivity is a basic hindrance in the Kerala context as is evident from the comparative figures of rural population mentioned in para 2.2.2.

2.2.5 The following Tables (2.9 & 2.10) indicate the current status of the Scheme in both physical and financial terms:

Table 2.9
PMGSY: Physical Status as on 30th June 2013

(₹ in lakhs)

	Phase I (2000-01)	Phase II (2001-02)	Phase III (2003-04)	Phase IV (2004-05)	Phase V (2005-06)	Phase VI (2006-07)	Phase VII (2008-09)	Phase VIII (2013-14)	Total
Project Cost	1990.00	5647.56	2156.30	5058.38	4574.38	27064.69	35908.45	45704.00	128103.76
Total Number of Roads	33	178	52	91	74	295	292	320	1335
Roads Completed	33	173	44	63	46	241	149	0	749
In Progress	0	1	2	8	8	40	139	0	198
Roads to be tendered	0	0	0	0	0	0	0	320	320
Roads to be Dropped	0	4	6	20	20	14	4	0	68
Total	33	178	52	91	74	295	292	320	1335
Length of roads taken up (KM)	106.610	282.225	97.955	172.612	152.782	678.142	849.020	745.946	3085.292
Length of Roads Completed (in KM)	106.610	273.780	84.030	120.220	9.190	530.640	433.600	0.000	1642.070
Length of Road in Progress (in KM)	0.000	2.205	1.995	17.182	18.702	123.152	403.790	0.000	567.026
Length of Roads to be Tendered	0.000	0.000	0.000	0.000	0.000	0.000	0.000	745.946	745.946
Length of Roads to be dropped (in KM)	0.000	6.240	11.930	35.210	40.890	24.350	11.630	0.000	130.250
Percentage of Physical	100.00	97.19	84.62	69.23	62.16	81.69	51.03	0.00	56.10

Source: Commissionerate of Rural Development

Table 2.10
PMGSY: Financial Status as on 30th June 2013

(₹ in lakhs)

	Phase I (2000-01)	Phase II (2001-02)	Phase III (2003-04)	Phase IV (2004-05)	Phase V (2005-06)	Phase VI (2006-07)	Phase VII (2008-09)	Phase VIII (2013-14)	Total
Funds received GOI	1990.00	5630.00	2077.00	5276.00	4655.69	29201.31	20000.00	0.00	68830.00
Interest converted as Programme fund		91.56	0.00	0.00	0.00	0.00	0.00	0.00	91.56
Total Funds received from GOI	1990.00	5721.56	2077.00	5276.00	4655.69	29201.31	20000.00	0.00	68921.56
Funds received State Govt.						2500.00	2505.00	0.00	5005.00
Interest earned									914
Total	1990.00	5721.56	2077.00	5276.00	4655.69	31701.31	22505.00	0.00	74840.56
Retention recovered for contractor's bill									1083.76
Expenditure upto (30-06-2013)	2339.94	5308.92	1755.50	3806.53	3206.37	24396.93	23987.60	0.00	64901.79
Percentage of Expenditure	117.58	92.79	84.52	72.15	71.02	76.96	106.59	0.00	86.72
Balance	-349.94	412.64	321.50	1469.47	1349.32	7304.38	-1482.60	0.000	9938.77
Administrative Fund	49.75	143.04	51.93	131.90	116.39	730.03	500.00	0.00	1723.04
Administrative Fund Received	49.75	143.04	51.93	131.90	92.38	150.00	0.00	0.00	619.00
Balance to be Released	0.00	0.00	0.00	0.00	24.01	580.03	500.00	0.00	1104.04

Source: Commissionerate of Rural Development

Convergence possibility with other schemes:

2.2.6 According to PMGSY guidelines each State Government (including UT Administrations) should identify one or two suitable agencies (having a presence in all the districts and with established

competence in executing time-bound road construction works), to be designated as Executing Agencies. These could be the Public Works Department / Rural Engineering Service / Organisation / Rural Works Department / Zilla Parishad / Panchayati Raj Engineering Department etc. who have been in existence for a large number of years and have the necessary experience, expertise and manpower. In States where more than one Executing Agency has been identified by the State Government, the distribution of work would be done with the district as a unit. In other words, each district will be entrusted with only one Executing Agency.

2.2.7 The Executing Agency will have a Programme Implementation Unit (PIU) in the District, or a compact group of Districts, with an officer of the rank of atleast Executive Engineer as its head.

2.2.8 The Administrative Department of the State Government responsible for the Executing Agency entrusted with the execution of the road works will be the Nodal Department. In the event of there being more than one Executing Agency, under different administrative departments, the State Government would nominate that department as the nodal department which is officially responsible for the management and maintenance of rural roads.

2.2.9 The Nodal Department will identify a State-level autonomous Agency to be called the State Rural Roads Development Agency (SRRDA), with a distinct legal status, under its control, for receiving the funds from the Ministry of Rural Development. If there is no such State-level Agency, Nodal Department will take steps to register an Agency under the Registration of Societies Act, (there should not be more than one Agency), so as to be able to receive the funds. The Secretary in charge of the Nodal Department or a senior officer will be the Chief

Executive. All the proposals will be vetted by the Agency before they are put up to the State-level Standing Committee and are sent to the NRRDA for obtaining clearance of the Ministry of Rural Development.

2.2.10 To ensure smooth functioning and adequate co-ordination (especially where there is more than one executing agency), officers of the PIU need to be made fully accountable to the SRRDA and be brought under its administrative control. The SRRDA would function as the dedicated agency of the State Nodal Department for rural roads, to ensure the integrated development of rural roads through the various schemes including PMGSY. For this purpose the SRRDA will designate a Chief Executive Officer, a Financial Controller, an Empowered Officer, an IT nodal officer and a State Quality Co-ordinator.

2.2.11 Each State Government shall set up a State-level Standing Committee (headed by the Chief Secretary or Additional Chief Secretary) including all the main stakeholders of the programme viz., Secretaries of the Departments of Rural Development, Panchayats, PWD, Forests, Finance, Revenue and Transport. The State Technical Agencies and State Informatics Officer (SIO) may also be invited to participate. The Committee shall vet the Core Network, the CNCPL and CUPL and shall clear the annual project proposals. The Committee shall also:

- a) Monitor progress and quality control
- b) Resolve issues relating to land availability and forest/environment clearance
- c) Oversee maintenance funding arrangements for the Core Network
- d) Review capacity at SRRDA and PIU levels including financial management and on-line management and monitoring; and

- e) Ensure convergence of development programmes including transport facilities on the constructed roads.

2.2.12 At present sanction pending in Government of India are:

- For Idukky package, government submitted proposal for 137 KM (30 roads) for Rs. 90 crore.
- Proposal submitted to GOI for dropping 226 schemes from PMGSY due to various reasons, out of which 158 roads (364 KM) were dropped from the list and in lieu of dropped roads, GOI sanctioned only 250 KM including Attapady package for 61.55, hence 114 KM are as to be integrated into the scheme.

2.2.13 In order to achieve the aim of PMGSY it is suggested that optimal connectivity may be allowed instead of single connectivity so that the population which is spread over limited areas can benefit from the scheme. In addition to this the following suggestions are made to augment the implementation of PMGSY in the State.

2.2.14 In a large village, there usually exists a few localities or pockets where the houses of the village tend to cluster together. These are called 'hamlets'. There are no such recognized hamlets in the villages of Kerala. Therefore, the census sub-divisions of the village (eg. Enumeration blocks or groups of census house numbers or geographically distinct blocks of houses) may be treated as 'hamlets'. Large hamlets may be divided artificially to achieve more or less equal population content for the purpose of hamlet group formation. The procedure for formation of hamlet-groups is best described, perhaps, by listing sequentially the steps involved.

- (i) Identify the hamlets as described above.

- (ii) Ascertain approximate present population of each hamlet and identify the hamlets
 - (a) Which have at least one big non-agricultural enterprise (ie. Non-agricultural enterprise with 50 or more workers)
 - (b) The hamlets with a service sector enterprise under coverage
 - (c) The hamlets with non-agricultural enterprise. Hamlet-group formations are equality of population content and geographical contiguity (numbering of hamlets is not to be adopted as a guideline for grouping). In case there is a conflict between the two aspects, geographical contiguity is to be given priority. Such grouping can be indicated in a map.
 - (d) After such hamlets are identified the possibility of connecting to the nearest State road should be explored and brought within the process of the PMGSY.
- (iii) Most of the unconnected habitations are in hill areas. Now PMGSY guidelines allow a maximum gradient of 1:12:5. Based on request, the gradient has been relaxed to 1:10 upto a maximum of 100 meters stretch. It is not possible to get the land required to achieve this gradient. Therefore this may be brought down to 1:8.

2.2.15 In Kerala, as already mentioned, the monsoons create havoc to the existing road conditions as a result of which the rural roads are in bad shape. If at least a part of the funds under PMGSY can be earmarked on repair and maintenance of rural roads it will go a long way in consolidating the existing road network. Such a proposal can be considered in the light of the leeway that has now been provided to the State for using a percentage of funds for innovative measures which do not stray from the main objective of the scheme.

2.3 Sarva Shiksha Abhiyan (SSA) in Kerala

Fundamental Right

2.3.1 Article 21A of the Constitution of India grants every citizen the right to education. It reads as ‘The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the state may by law, determine’. (*This Article was inserted by the Constitution (eighty –six amendment) Act, 2002*)

2.3.2 In the light of the amendment, as a flagship programme, Government of India launched **Sarva Shiksha Abhiyan (SSA)** aiming for education for all. This programme universalizes elementary education "*in a time bound manner*" and making free education to children aged 6–14 a fundamental right. The programme was pioneered during the year 2001-02. SSA is being implemented in partnership with State Governments to cover the entire country. The programme is characterised by decentralized, context specific planning and a process based time-bound implementation strategy for improving the quality of education. SSA has led to the enactment of the Right to Education Act in the country during 2009. The funding pattern is 65% by Government of India and 35% by State. The State is share is met by Local Self Government and State Government plan budget.

How the SSA work

2.3.3 The National Mission for Sarva Shiksha Abhiyan under the Chairmanship of the Prime Minister has overall responsibility of the programme. It comprises the governing council, which is the apex policy planning body for elementary education and the executive committee, under the chairmanship of the Minister of Human Resource Development

(MHRD), which carries out all the functions of the Mission in accordance with the policies laid down by the governing council. The Mission coordinates with State Departments for Education and the Village Education Committees (VECs), created by the State Education Departments to manage the educational affairs of villages. Implementation at the district is overseen by the District Collector, Magistrate or Chief Executive Officer of the Zilla Parishad. Social science institutes of national stature have been given the work of monitoring in States and Union Territories.

Major Objectives of the SSA

Infrastructure

2.3.4 The programme focuses on the opening of new schools in those habitations without schooling facilities and to strengthen existing school infrastructure through provision of additional class rooms, toilets, drinking water, maintenance grant, and school improvement grants.

Capacity Building

2.3.5 Existing schools with inadequate teacher strength are provided with additional teachers, and the capacity of existing teachers is being strengthened by extensive training, grants for developing teaching-learning materials and strengthening of the academic support structure at a cluster, block and district level.

Special focus

2.3.6 Special focus is made on female education and children with special needs.

State-of-Art Education to all

2.3.7 Along with quality elementary education, the programme also includes life skills. The programme seeks to provide computer education to bridge the digital divide.

National Portal

2.3.8 To implement an effective programme and its, efficient monitoring, a National portal for Sarva Shiksha Abhiyan has been developed by the Ministry of Human Resource Development, Government of India, in collaboration with the National Informatics Center. The portal meets the monitoring requirements of the programme from the district level upwards and would allow user access to input formats against annual approved financial and physical targets, for updating of quarterly achievements. The district, state and national level would be able to track and monitor progress and make suitable management decisions to improve programme impact.

Civil work

2.3.9 The Civil Works component is important under SSA. Under this component, there is massive investment to the extent of 33% of the total project budget. Provision of school infrastructure helps in providing access to children, and also helps in their retention, both of which are important objectives of the SSA. Provision of infrastructure for Resources Centres at sub-district levels helps in creating academic support, which acts as a catalyst towards quality improvement. The civil works include construction of child friendly class rooms, toilets, separation walls, drinking water facilities, compound walls, electrification, whole school development plan etc.

Innovative Activities

2.3.10 The innovative programmes implemented in schools are acting as a catalyst in the process of achieving useful and relevant elementary education for all children in the 6-14 age groups and to bridge social, regional and gender gaps in the active participation of the community. The programmes are successful in creating interest in students on education and help to retain their studies. The schemes implemented under Innovative Schemes are early childhood care and education, girls education, SC/ST education and computer education. The main objectives of these schemes are summarized below.

- i. Early childhood Care & Education (ECCE): Improve the capacity of Anganwadi and pre-primary teachers in handling classes in ECCE centres in child friendly manner, empowerment of Anganwadi workers and pre-primary teachers, supply of teaching and learning materials and orientation programme to mothers.
- ii. Girls Education: The educational scenario of girls is unique in that girls' enrolment constituted 49.5 percent of total enrolment in the School Education Sector. In the higher education sector girls enrolment is 52.5 percent. The enrolment of girls from Standards 1-VIII represented 18.38 lakh girls out of the total enrolment of 37.82 lakh students. The proportion of girls enrolment in LP/UP level stood at 100% percent to the age group 6-14.
- iii. SC/ST Education: The educational needs of children belonging to the Scheduled Caste (SC)/Scheduled Tribe (ST) are a special focus in the Sarva Shiksha Abhiyan. SC/ST population concentrated pockets were given special attention. Though the enrolment at the LP and UP stage was almost on par with the general category, problem was retention

of SC/ST girls after completion of elementary education. The development needed in all respects of life has not yet been brought to the expected levels. The activities implemented in this direction were

- Community Mobilisation
- Parental awareness through Sahavasa Camps
- Remedial coaching given to children through a network of centres.
- Utilising the provisions under SC/ST education,
- Counselling Centres and personality development clubs organised in 3260 schools.
- Girls and recreation clubs organised in schools.

iv. Computer Aided Learning: Learning with the help of computers enhances the quality of education. For joyful learning experience development of interactive experience, development of interactive multimedia educational CDs, preparation & distribution of self instructional materials, supply of hardware in schools are the major activities carried out under computer aided learning. Computer Education Programme implemented in SSA is not computer literacy but computer aided learning process.

Integrated Education for Disabled Children (EDC)

2.3.11 The Education Policy, 1986 and Modified Education Policy, 1992 places greater emphasis on education of children with special needs. The enactment of Peoples with Disabilities Act (PWD Act) was a land mark in planning for the development of children with special needs. Zero rejection policy is the goal of Sarva Shiksha Abhiyan.

Management Information System (MIS)

2.3.12 For effective implementation and monitoring of activities in the field of education, an MIS Cell has been set up at the SSA Kerala State level Office at Thiruvananthapuram and in all 14 District Project Offices. The basic necessity for the success of any project is to have a continuous and unbiased assessment of the system

DISE (District Information System for Education)

2.3.13 DISE is the computerized school database system developed for Educational Planning and Management at National, State, Districts, Sub-Districts and even school level. Since DISE reports are the major source for the preparation of annual work plan & budget relating to SSA project, utmost care has been taken to ensure coverage of schools and data accuracy. National University of Educational Planning and Administration (NUEPA), New Delhi has supplied modified software exclusively for all states to generate cluster, block, district and State level reports.

Research & Evaluation

2.3.14 The SSA is an extensive scheme covering the entire country subsuming within itself all other major governmental educational intervention. The project plans for dealing with a number of issues to address the main aspects of quality elementary education. Research and Evaluation are very important factors for quality planning and implementation of the programmes. Research activities are to be undertaken by the State, district, block and even clusters to study the classroom practices or any other educational problems and prospects in the

area. The Research and Evaluation Units at the district and state are to help the research and evaluation activities and capacity building of the researchers and research institutions. The District plans should reflect the plan regarding encouraging research and evaluation activities as a continuous process and utilisation of the findings in mid-term corrections and improvement of the SSA planning and delivery of intervention. This intervention comprises Research, Evaluation, Supervision and Monitoring. The norms propose an amount of ₹1,500/- per school for the development of capacities and supervision through resource/research institutions on an effective EMIS. There are provisions for regular school mapping/micro planning for updating of household data. The funds can be utilised for both government and government aided schools. In addition to these efforts, districts can undertake programmes like Prathibha Sangamam, Sahavasa Camps, curriculum revision activities, preparation of teacher support materials, activities to enrich co-scholastic areas and English learning.

Alternative & Innovative Education (AIE/MGLC)

2.3.15 Alternative and Innovative Education (AIE) is one of the major interventions of SSA to provide access for all children to primary education. Various strategies have been developed for ensuring participation of children of marginalised and deprived groups in tribal and coastal areas. The educational volunteer equipped with general pedagogy and classroom teaching learning process are giving support to the children in self-learning. For strengthening these centres and promoting enrolment and retention, varieties of activities are implemented. Teaching learning material grant, maintenance grant, exposure trip and noon meal programme are the major activities. AIE is provided to out of school

children in inaccessible and difficult areas without access to elementary education.

Distance Education Programme

2.3.16 The Distance Education Programme (DEP) is a National component of SSA, which is sponsored by Ministry of Human Resource Development, Government of India. It is being implemented by Indira Gandhi National Open University (IGNOU) in collaboration with all States/ Union Territories of India. The DEP-SSA will be an important input in the in-service education of teachers and other personnel in the area of elementary education. It will supplement the face-to-face training by using Multi-media packages like audio-video programmes, radio broadcast, teleconferencing etc. The Distance mode of training would not only help address a larger number of individuals, but also would provide uniformity in training inputs and reduce the transmission loss, which is generally experienced in the face-to-face cascade model of training. The Distance Education Programme has helped in providing support to produce and deliver distance learning inputs and materials for training primary education personnel and build capacity among institutions and people of National, State, District, Block, Cluster and School levels.

Sarva Shiksha Abhiyan programme and 100% achievements in Kerala

Enrollment

2.3.17 During 2012-13 the Ministry of Human Resource Development had commented that all children born in Kerala are in school. Enrolment includes children covered under government schools, aided schools, recognized schools, unaided recognized schools, non-state syllabus schools, fisheries schools, juvenile justice homes, residential schools run

by SC/ST Department and special Schools. The Government of India commended that all children in the school age group are in the schools. The Gross Enrollment Ratio (GER) and Net Enrollment Ratio (NER) are 100% in Kerala.

Retention of Enrollment

2.3.18 Another goal of Right to Education is the retention of all children enrolled. The target of Government of India was 2007 for Lower Primary (LP) and 2011 for Upper Primary (UP) level. Kerala has already achieved the goal in 1990 itself. Attainment of Zero dropout is a landmark achievement of Kerala and for this, special campaigns were organised in backward regions and backward pockets.

Removal of Gender/Social category gaps

2.3.19 There is parity in enrolment of girls compared to boys in Kerala. The enrollment of SC/ST children are on par with the general category. The total enrollment of girls is marginally lower due to the fact that according to 2011 census, there were 959 girls for 1000 boys. This will continue to reflect in enrolment due to lower number of girl children in Kerala.

Achievement in Quality Education

2.3.20 One of the major indicators of assessment is the improvement of learning levels of students. Kerala tops the country in Upper Primary Education and is second in Lower Primary Education according to the index prepared by National University of Educational Planning and Administration in 1997-98.

Achievement in community ownership of schools

2.3.21 The orientation programme to community members and the involvement of School Support groups at Panchayat, Block, District

levels and LSG leaders generated more public participation. This is a landmark achievement in decentralisation of Kerala. Government of India repeatedly made positive comments on this aspect the effective participation of LSG's lead to sustainable development of SSA activities.

Achievements in innovative programmes

2.3.22 As part of innovative programme, training for UP scholarship examination, maths Lab in selected schools, Maths Fest and English Fest, parental awareness programme, Sahavasa camps based on various themes, Social Science fest, Science fest, Film making, Drama, Swimming, Creative writing etc., were some of the important activities. Padanaveedu/neighborhood education centres are functioning in all districts. So far 1375 padanaveedu and 64765 children benefited. Children belonging to the weaker sections particularly families with income below ₹60,000/- per annum were given special care.

Achievements through Computer Aided Learning (CAL)

2.3.23 Under CAL computers were provided to 2000 UP schools. During 2002-03 to 2011-12 more than 40000 UP teachers were given training. This included 10750 teachers of Standard VIII trained by IT @School project. The dissemination of knowledge to meet the present day demands has been given special emphasis. Moreover, 7000 computers were installed in schools in convergence with SSA/MP/MLA funds and LSG funds.

Achievements in inclusive education for disabled children

2.3.24 Assistive aids and appliances were distributed to 897 children during 2011-12. The participation of NGOs, LSGs and Government departments were fully enlisted at both the stages of identification and distribution of aids and appliances. There are 1838 disabled children

covered under Home Based tuition. There are 1147 Resource Teachers in position for giving special attention to Children with special needs.

Achievements in civil works

2.3.25 The effective implementation of civil work, a major intervention of SSA has given a big push in improving the school infrastructure and amenities, which led to a good learning environment for children. There are 152 Block Resource Centres (BRC) and 7 Urban Resource Centres (URC) in position with 1385 Cluster Resource Centres (CRC). During the period 2002-03 to 2011-12, 94 BRC buildings and 275 CRC buildings were constructed. All schools were provided with toilet and drinking water. SSA in order to accelerate the process of implementation of civil works, have put civil engineering personnel in position at State and District level.

Achievements in Convergence

2.3.26 Strong convergence in planning, implementation and monitoring of SSA activities in the following organizations were made. They are: SCERT, DIET, IT@School Project, SIEMAT, LSGs, SC Development Department, ST Development Department, Sanitation Mission, Kerala Water Authority, Social Welfare Department, NGO Sector, MP/MLA funds and Mahilsamakya.

2.3.27 Having analyzed the functioning of SSA in Kerala from its inception and noting that the financial and physical targets achieved by the SSA in Kerala are generally satisfactory, it is further suggested that the activities and funds of SSA should also be extended to the aided schools in Kerala. In this context it is specifically pointed out that the aided school system that exists in Kerala is the first private public participation model practised in the education sector.

Aided schools vis-a-vis Government schools

2.3.28 In the curriculum, fees structure, norms in admitting students of different strata and category, norms in appointment of teachers , payment of salary to teachers the aided school is fully controlled by Government.

2.3.29 In the case of establishment and maintenance of land, building and all infrastructure requirements the aided school is left free with overall norms fixed by the Government. Hence, Government's investment in infrastructure is zero.

2.3.30 The entire salary of the teaching staff is fully given by the Government through its yearly grant.

2.3.31 Hence it is strongly recommended that the salary component disbursed to aided school teachers should be shared through the SSA scheme by making appropriate amendments in the SSA norms by the Ministry of Human Resource Development.

2.3.32 During August 2012 a memorandum was submitted by the Chief Minister of Kerala to the Prime Minister pointing out the historical background of Kerala's school education system, including the involvement of missionaries and philanthropists in promoting education under liberal financial assistance by the erstwhile princely States and the recognition given to the aided schools under the Kerala Education Act and rules respectively.

2.3.33 The Kerala government pointed out that the SSA grant presently limited only to government schools may be extended to aided schools also. It was argued that there was hardly any differential issues between government and aided schools The State government's demand came in the light of the shift in its focus to provide assistance for meeting the

Right to Education goals But the Union Ministry of HRD has yet to change the norms of the scheme as per the Kerala requirements. It is therefore suggested that, with the available data, Government should reiterate our demand for including aided schools within the ambit of SSA with regard to the salary component of teaching fraternity.

2.3.34 An official meeting with all the Kerala MPs along with the Ministry of State of Human Resource Development may be urgently convened in which the Chief Minister may present the rationale of including the aided school within the ambit of SSA umbrella.

2.4 Jawaharlal Nehru National Urban Renewal Mission (JnNURM)

2.4.1 Jawaharlal Nehru National Urban Renewal Mission (JnNURM) is a massive city-modernisation scheme launched by the Government of India under Ministry of Urban Development. JnNURM launched on December 2005 aims at a fast track, reform driven, demand led, partnership based planned development of cities. The funds are channelled through state-level agencies, where grants from the Central and State Governments are pooled and passed on as grants or soft loans to cities provided that they have prepared development strategies and that the investments identified, fit within these strategies. The mission emphasises transparency and accountability. It supports public-private partnerships and cost recovery to make service providers financially self-sustaining. The share of grant funding by the central government can vary from 35% in the largest cities to up to 90% in cities in the Northeast. Most cities receive grants covering 50% or 80% of costs depending on size. Capacity building is also included in the mission to assist urban local bodies to prepare strategies and projects.

2.4.2 In Kerala, Thiruvananthapuram and Kochi have been chosen for implementing projects under JnNURM. For Thiruvananthapuram, Central Share is 80%, State share is 10% and the Urban Local Bodies (ULBs) share is 10%. For Kochi, it is 50%, 30% and 20% respectively. Fifteen projects have been sanctioned for the State with an approved cost of ₹1,14,447.15 lakhs. Out of this, ₹1,12,229.00 lakhs is for infrastructure development and procurement of Buses and the remaining ₹2,218.05 lakhs is for E-Governance.

2.4.3 Original mission period was 2006-2012. Since the projects are at various stages of implementation, Central Sanctioning and Monitoring Committee of the mission has extended the period of completion upto 31st March 2014. The details of the projects are shown in Table 2.11.

Table 2.11
Projects of Thiruvananthapuram Corporation

	Approved Project	Date of CSMC Approval	Approved Cost (₹ in lakh)	Date of Completion as per CSMC	Amount Utilised against Approved Cost as per March 2013 Qtr.	Work Completed (Physical Progress)	Probable Date of Completion
1	Improvements of Water Supply Scheme	26/03/2007	8,716.00	June 2010	76%	60%	31/12/2014
2	Improvements to Sewerage Scheme Phase I	26/03/2007	21,541.00	Dec 2011	33%	45%	31/03/2015
3	Improvements to Sewerage Scheme Phase II	06/03/2009	12,115.00	Dec 2011	1%	33%	31/03/2015
4	Storm Water Drainage	14/01/2009	4,039.00	June 2010	18%	10%	31/12/2014
5	Solid Waste Management*	18/01/2008	2,456.00	Dec 2009	47%	50%	-
6	Procurement of Buses	21/02/2009	5,340.00	Dec 2009	100%	100%	Completed
7	E-Governance	14/09/2011	1,347.55	Sep 2011	-	-	31/03/2014
	Total		55,554.55				

Source: JnNURM Website & KSUDP

Table 2.12
Projects of Kochi Corporation

#	Approved Project	Date of CSMC Approval	Approved Cost	Date of Completion as per CSMC	Amount Utilised against Approved Cost as per March 2013 Qtr.	Work Completed (Physical Progress)	Probable Date of Completion
1	Upgrading Surface water Drainage	19/03/2007	978.00	Dec 2009	67%	50%	31/03/2014
2	Solid Waste Management	05/03/2007	8,812.00	Dec 2009	39%	25%	31/03/2014
3	Water Supply	22/02/2007	20,117.00	Dec 2011	55%	60%	31/12/2013
4	Sewerage*	26/03/2007	7,841.00	Dec 2011	0%	0%	-
5	Traffic and Transportation	13/02/2009	10,964.00	Feb 2011	24%	25%	31/12/2015
6	Procurement of Buses	21/02/2009	7,100.00	Dec 2009			31/03/2014
7	E-Governance	29/05/2009	870.50	May 2011	30%	30%	31/12/2013
8	Broadway and Ernakulam Market Heritage and Urban Renewal Project *	09/02/2010	2,210.00	-	0%	0%	-
Total			58,892.50				

Source: JnNURM Website & KSUDP

2.4.4 Among these approved projects, the Sewage Treatment Plant of Thiruvananthapuram having a capacity of 107 MLD is ready for commissioning and the Water Supply Project of Kochi is nearing completion. In the case of the Solid Waste Management Project of Thiruvananthapuram, even though physical progress of 50% has been achieved, the project is now put on hold due to public agitation and disputes between the City Corporation and Vilappil Grama Panchayat, where the plant is erected. The heritage Project of Kochi is yet to receive administrative sanction from the Government of Kerala. In the case of Sewerage Project of Kochi, the revised DPR has to be approved.

Issues of Implementation

2.4.5 Major issues which have affected the effective and timely implementation of the JnNURM projects are given below. These issues have been identified mainly through the discussions held with the State Level officials of the implementing agency of the scheme.

- (i) One of the problems faced during the implementation of major projects especially the Sewerage and Transportation projects is related to land acquisition. There is no provision of funds for land acquisition in these projects. Due to the high cost of land in Kerala and the higher density of population, it is very difficult to acquire land in Kerala especially in the urban areas. Due to public agitations against acquiring land for the projects and lack of sufficient funds the timely acquisition of land has proven to be difficult. This has affected very adversely the implementation of major projects which require land for implementation.
- (ii) Another major issue is the lack of coordination between the ULBs and the line departments (KWA, PWD, BSNL, KSEB, Railways, NHAI and KRFB) in implementing the projects. For example, the departments such as PWD, NHAI and KWA have not been taking a helpful attitude for works like cutting the roads, shifting utilities, giving permission to lay pipe lines etc.
- (iii) Capacity of the ULBs is not adequate enough to handle large projects within a short implementation span of 5 years. This has happened mainly because the redeployment of staff from the concerned line departments such as PWD has not happened in tune with the decentralization of powers.

- (iv) Lack of professionalism of the Project Implementation Units formed for the project has also affected the implementation of the project. In the case of Kochi Corporation, Local Fund Audit Department found that though the project implementation unit under the Corporation Secretary or Deputy Secretary had to be constituted with experts, including Information Technology Officer, Municipal Finance Officer, Public Health Engineer, Social and Community Development Officer, Urban Planning Officer, Procurement Officer, Environmental Officer and Human Resources Development Officer, the corporation could provide only Information Technology Officer and Public Health Engineer from their ranks.
- (v) Adamant stand taken by the City Technical Advisory Groups (CTAGs) in some instances such as modification in technology, rates, tender excess, tender procedures etc. also adversely affected the timely implementation of the projects.
- (vi) At present, projects vetted by Central Technical agencies like CPHEEO, CPWD etc. have to be gone through different levels like City Level Steering Committee, Corporation Council, Technical Committee etc. before implementation. Most of the projects under JnNURM are having a cost of more than ₹2.00 crore. Power to grant technical sanction above ₹2.00 crore is vested only with State Level Technical Committee (SLTC). For Solid Waste Management projects, technical sanction from Suchitwa Mission is also needed. This has also resulted in considerable delay in decision making and project implementation.
- (vii) Some of the Detailed Project Reports (DPRs) for the projects have been prepared in haste and this has affected the implementation due to technical issues and problems in costing.
- (viii) There was no proper awareness building programmes among the leaders and the public about the project and this resulted in agitations by local pressure groups.

- (ix) Urban Local Bodies have not been able to contribute their share in some projects due to their fund constraints. Time overrun and the problems in DPR resulted in cost overrun in most of the projects. Since there is no provision for getting these additional requirements over and above the approved cost from the Centre, implementation of these projects has been affected.
- (x) Interchange facility of Additional Central Assistance (ACA) grant is not allowed by the Centre.

Suggestions for streamlining the process of Implementation

2.4.6 The suggestions given below are interim in nature and mainly meant for improving the implementation of current JnNURM projects. There are some State specific suggestions with regard to the changes required in this scheme mainly for improving the utilization of funds under this scheme.

- (i) Design local specific compensation packages for land acquisition by the State Government and Urban local bodies jointly to solve the major issues such as agitations by the land owners and other stakeholders.
- (ii) Representations to the Centre for including funds for land acquisition for JnNURM projects which require additional land considering the special situation of the State with regard to the high cost of land and density of population. In the light of the recommendation made by the B.K.Chaturvedi Committee appointed by the Planning Commission to review the existing guidelines of CSS and to give suggestions for making each of them suitable for the States, Kerala can raise this issue. Raising funds for meeting the cost of land acquisitions through loans, bonds etc. also may be thought off.

- (iii) Formation of Coordination Committee at different levels with representatives of ULBs and the concerned line departments/ agencies for the implementation of the projects which involves different line departments/ agencies other than the ULBs.
- (iv) Represent before the Centre for providing funds for works such as road cutting, shifting of utilities etc. in the case of projects in which such provisions are not made. If it is not possible, State or the ULBs may have to provide sufficient funds for this purpose. Otherwise, the implementation schedule will be affected.
- (v) Represent before the Centre for allowing for re-appropriation of the unspent amount between projects under the same ULB.
- (vi) Immediate measures have to be taken to build the capacities of the elected representatives and the implementing officials of the ULBs for taking up larger projects under JnNURM or similar kind. A training component can be incorporated in the DPRs prepared in the future.
- (vii) Immediate measures have to be taken to strengthen the Project Implementation Units by providing professionals who have experience in the areas relevant in the implementation of sanctioned projects.
- (viii) Eventually, measures have to be taken to redeploy enough technical staff to the local bodies for making the implementation of the infrastructure development projects efficiently and to ensure their quality in the view of the increased decentralization of powers and responsibilities. Till this is done, at least the excess technical staff created by the decentralization of powers to the local bodies with the concerned line departments should be deputed to the ULBs for increasing their capacity to undertake such projects.

- (ix) Single window approval for the CSS projects such as JnNURM can be a solution for reducing the number of approval tables and the time for approval.
- (x) Before implementation, local people including the elected representatives should be made aware of the costs and benefits of project. This can be done through the print and electronic media, ward sabhas and public meetings. An effective public grievance redressal forum has also to be made functional.
- (xi) Immediate measures have to be taken to submit technically feasible projects under JnNURM during its transition phase in which MoUD has directed to submit fresh proposals up to 31-03-2014 as per the existing guidelines. Already prepared DPRs which were not approved earlier can be modified with the help of professional and technically capable agencies/ consultants and be submitted at the earliest as the projects will be sanctioned on 'first come first serve policy'.

2.4.7 Since funds under the JnNURM are earmarked for only chosen cities, the specific problems faced by urban dwellers of these cities ought to be identified and included within the scope of the scheme. Identifying and constructing parking places, preferably multi storied units for vehicles, easing traffic congestion by making certain roads as one way by widening parallel roads and providing ward wise garbage incinerators are some of the possibilities.

2.5 Indira Awas Yojana (IAY)

2.5.1 Indira Awas Yojana (IAY) was launched during 1985-86 as a sub scheme of Rural Landless employment Guarantee Programme (RLEGP) and continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching from April 1989. It has been delinked from the JRY and introduced as an independent scheme with effect from January 1, 1996.

Objectives

2.5.2 The objective of IAY is primarily to provide grant for construction of houses to members of Scheduled Castes/Scheduled Tribes, freed bonded labourers and also to non-SC/ST rural poor below the poverty line.

2.5.3 The target group for houses under IAY consists of people below poverty line living in rural areas belonging to Scheduled Castes/Scheduled Tribes, freed bonded labourers and non SC/ST subject to the condition that the benefits to non SC/ST should not exceed 40 % of total IAY allocation during a financial Year .

2.5.4 From 1995-96, the IAY benefits have been extended to ex-servicemen, widows or next of kin of defence personnel and paramilitary forces killed in action irrespective of the income criteria subject to the condition that (i) they reside in rural areas, (ii) they have not been covered under any other scheme of shelter rehabilitation; and (iii) they are houseless or in need of shelter or shelter up gradation. Priority is to be given to other ex-servicemen and retired members of the paramilitary forces as long as they fulfill the normal eligibility conditions of the Indira Awaas Yojana and have not been covered under any other shelter

rehabilitation scheme. The allotment of houses to the ex-service and paramilitary forces and their dependents will be a part out of the 40% of the houses set apart for allotment among the non –SC/ST categories of beneficiaries. 3% of the funds are earmarked for the benefit of disabled persons below poverty line. This reservation of 3% under IAY for disabled persons below the poverty line would be horizontal reservation i.e, disabled persons belonging to sections like SCs, STs and Others would fall in their respective categories.

Beneficiaries

2.5.5 Identification of beneficiaries: District Rural Development Agencies (DRDAs) on the basis of allocations made and targets fixed are to decide panchayath wise number of houses to be constructed under IAY, during a particular financial year and intimate the same to the Grama Panachayath. Thereafter, the Grama Sabha will select the beneficiaries restricting the number to the target allotted, from the list of eligible households, according to IAY guide line and as per priorities fixed. No approval of the Panchayath Samithi is required. The Panchyat Samithi should however, be sent a list of selected beneficiaries for their information.

Priority in Selection of Beneficiaries

2.5.6 The order of priority for selection of beneficiaries amongst target group below poverty line is as follows viz. (i) Freed bonded labourers (ii) SC/ST households who are victims of atrocities (iii) SC/ST households, headed by widows and unmarried women (iv) SC/ST households affected by flood, fire earthquake, cyclone and similar natural calamities (v) Other SC/ST households (vi) Non SC/ST households (vii) Physically

handicapped (viii) families / widows of personnel of defense services / para-military forces killed in action and (ix) Displaced persons on account of development projects, nomadic semi-nomadic, and de-notified tribals and families with disabled members.

2.5.7 The Grama Sabhas publish the list of beneficiaries, but when the list is scrutinized it can be found that many a time houses are allotted to ineligible persons. Besides some of the allottees are least interested in house construction for themselves. Due to the above reasons it is difficult to select eligible beneficiaries. A mechanism, whereby only deserving persons are made the beneficiaries should be evolved by Govt. for which it is necessary to identify the beneficiaries during the beginning of a year itself.

Involvement of beneficiaries

2.5.8 The construction of the houses should be done by the beneficiaries themselves from the very beginning. The beneficiaries are to make their own arrangement for the construction and are free to engage skilled workmen on their own and also contribute family labour. The beneficiaries will have complete freedom as to the manner of construction of the house which is their own. This will result in economy in cost, ensure quality of construction, lead to satisfaction on the part of beneficiaries and acceptance of the house. The responsibility for the proper construction of the house will thus be on the beneficiaries themselves.

2.5.9 Although there is no specific plan for IAY houses, there is a clear stipulation about the plinth area. In spite of this stipulation, the plinth area invariably becomes higher than the prescribed limit. In Kerala, due to the

demonstration effect, even the BPL sections are very particular to construct larger houses. The net result is that these houses remain semi-finished. In this context the IAY should make the people conscious about the need to economise on house constructions. Classes need to be organised and need for cost effective houses should be popularised. The expenditure necessary for this campaign can be met from the IAY funds itself. Before the construction of houses, it is necessary to convince the beneficiaries about the locally available raw materials and how the durability of the houses can be sustained. Encouragement and incentive should be accorded for the construction of such cost effective and durable houses.

Allotment of Houses

2.5.10 Allotment of houses should be in the name of female member of the beneficiary household. Alternatively, it can be allotted in the name of both husband and wife. The houses under IAY should normally be built on individual plots in the main habitation of the village. The houses can also be built on micro habitat approach or in a cluster within a habitation, so as to facilitate the development of infrastructure, such as, internal roads, drainage, drinking water supply etc. and other common facilities. Care should always be taken to see that the houses under IAY are located close to the village so as to ensure safety and security, nearness to work place and social communication.

2.5.11 In case the houses are not built in cluster / micro-habitat approach, ₹2,500/- provided for infrastructure and common facilities should be given to the beneficiary. These limits are subject to revision from time to time by the Government of India.

Ban on contractors or departmental construction

2.5.12 No contractor is allowed in the construction of IAY houses. If any case of construction through contractors comes to notice, Government of India will have the right to recover the allocation made to the State for those IAY houses. The house should not also be constructed by any Government department. Government departments or organizations can, however, give technical assistance or arrange for coordinated supply of raw materials such as cement, steel or bricks if the beneficiaries so desire. The spirit of the IAY is that the house is not to be constructed and delivered by any external agency. On the other hand, the house is to be constructed by the ultimate occupier of the house.

Recommendations

Appropriate Construction technology and local materials

2.5.13 It is necessary to utilize local materials and cost effective technologies developed by various organizations. We have the Baker model. In Trivandrum, one COSTFORD has developed low cost houses. The local bodies can enter into contracts with these institutions. The implementing agencies can contact these types of organizations for seeking expertise and information on innovative technologies, materials, designs and methods to help beneficiaries in the construction of economic and durable houses. Technology using bricks, cement, and steel on massive scale should be discouraged. If possible, cement should be substituted by lime and surkhi manufactured locally. The beneficiaries can manufacture country bricks. This can minimize the cost factor.

2.5.14 The State should proactively identify appropriate building technologies focusing on use of local materials. These should be

conveyed to the beneficiaries through booklets, pamphlets, videos, models and prototypes built in accessible locations. Natural factors such as building orientation, wind direction, vegetation, drainage, and contours of the land along with awareness of locally available materials should be factored into housing design. Good construction practices include the following, viz. (i) Half Brick Wall (ii) Rat-trap Bond (iii) Jali Wall (iv) Filler Slab (v) Arches (vi) Frameless Doors And Windows (vii) Rubble Masonry (viii) Bamboo Construction (ix) Mud Construction and (x) Built-in Furniture.

2.5.15 The layout size and type design of IAY houses should depend on the local conditions. Hence, no type design should be prescribed for IAY house except that the plinth area of the houses should be around 20sq. mts. The house should be constructed keeping in mind the interests and requirements of the beneficiaries.

2.5.16 It is observed that there is no effective management system in majority of the LSGI's. In other words scientific management of resources in LSGI's poses complex problems. Another issue is that there is no scientific estimate for the construction of houses. In an inflationary environment cost of materials shoot up with incredible speed. In this context the centre should enhance periodically the amount for the IAY scheme. The State can also act in a more supportive way. The allotment is in the following way, viz. (i) Central share -70,000 (ii) State share – 50,000 Ad. Budget Supplies and (iii) Block share - 80,000 DP, BP, GP. In this context suitable local voluntary agencies with proven track record wherever available should be associated with the construction of IAY houses.

2.5.17 The supervision and monitoring of construction can be entrusted to such voluntary organizations. In particular they should be made use of to popularise the use of sanitary latrines and in the construction of smokeless chulhas. It is seen that in majority of the cases the prescribed guidelines are relegated to the back ground. In the Grama Sabhas the concerned ward members impose their decision in the allocation of houses. Manipulation and adjustments are very common in majority of the Panchayaths. This is because in the Grama Sabhas only a minority of members participate. Most of them are the spokesmen of the ward members. Naturally the decision of the member dominates.

2.5.18 On completion of an IAY house the DRDA should ensure that for each house so constructed, a board is set up displaying clearly that the house was built under Indira Awaas Yojana and should indicate, the IAY logo, name of the beneficiaries and year of construction.

2.5.19 It is desirable that a barrier free concept is incorporated in the construction of houses so that smooth and free movement is ensured.

2.5.20 In areas plagued by natural calamities like flood, earthquakes etc. incorporation of disaster resistant features in the design should be encouraged.

Fuel Efficient Chullahs

2.5.21 Fuel efficient chullahs have been developed and are being manufactured at several places. ANERT should encourage installation of such chullahs. As a matter of fact it should be ensured that every house constructed under IAY is provided with a fuel efficient chullah.

Drinking Water Supply

2.5.22 The availability of drinking water supply should be ensured by the agencies responsible for the implementation of the IAY. A hand pump should be installed on the site, before the work is started. The expenditure can be met from the funds available under rural water supply or other similar programmes. It is reported that in most of the LSG's, safe drinking water is a serious issue. In Mynagappally (Kollam district) a tube well has been constructed by the central ground water organization with central fund. This tube well can supply drinking water to most of the Panchayath area. However, no effective steps to tap this water source has been taken ever since 1970-71 when it was put up. This is illustrative of the lack of awareness and co-ordination between the implementing agencies.

Sanitation and Sanitary latrines

2.5.23 Construction of sanitary latrines forms an integral part of IAY houses. The Government of India attaches considerable importance to the construction of sanitary latrines as a sanitation measure. A system of drainage from the houses should also be provided to avoid overflow from the kitchen, bathroom etc. It has been observed that in most cases the sanitary latrines are not constructed in IAY houses or if constructed, they are not put to proper use by the beneficiaries.

Environmental Improvement and Social Forestry

2.5.24 Plantation of trees in the entire habitat or around the individual house should be taken up simultaneously. Trees may be planted near the housing clusters so that, in due course, enough trees are available nearby,

to enable the beneficiaries to get fuel, fodder / small timber. Such plantations can be taken up under the social forestry Programme.

Inventory of Houses

2.5.25 The implementing agencies should have a complete inventory of houses constructed under IAY, giving details of the date of start of construction and the date of completion of houses, cost involved, number of houses allotted, names of the village and Block in which the houses are located, names, address, occupation and category of beneficiaries and other relevant particulars.

Capacity Building

2.5.26 State should prepare a capacity building plan to strengthen the quality of implementation. The State may assign the task to SIRD or any other State level institution for this purpose. The capacity building plan should have the following elements, viz. (i) Training of district level officials (ii) Training of cutting edge level functionaries (iii) Training of trainers especially for Community Resource persons, masons and other extension workers (iv) Orientation and training of Quality Monitors and (v) Training of elected representatives of Panchayath.

Transfer of Technology

2.5.27 The State must put in place a system for transfer of technology. This can be done best through utilization of Community Resource Persons (CRP) suitably trained for this purpose and availing services of reputed NGOs. The CRPs and NGOs have to closely work with the beneficiaries' as well as the local masons and help the beneficiary families to make a proper choice and later assist them in implementing it on ground.

Technology Facilitation Centres

2.5.28 Utilising the facilities of educational institutions or building centres, Technology Facilitation Centres may be open at convenient locations and all beneficiaries informed about them at the time of selection itself.

Fixing rates of material

2.5.29 District Collectors should fix rates for materials at different points and empanel suppliers following due procedure and intimate these to the beneficiaries so that they can avail of the benefit. However, the final choice would be that of the beneficiary. For cement, steel and similar items, State Government could fix the maximum price after negotiation with the suppliers and let the beneficiaries know of the details. Usage of such materials should however be minimal.

Prefabrication

2.5.30 Prefabrication of certain structures and materials may be done where volumes at the district level justify and the beneficiaries prefer them. This could include doors, windows, tiles, roofing etc.

Training Masons

2.5.31 Master masons should be trained in different building technologies which are relevant locally and in cost reduction methods. Wherever feasible, woman mason groups should also be created after adequate training. The list and contact addresses of such masons and groups should be made available to the beneficiaries.

Convergence

2.5.32 **Toilet:** For all IAY houses, construction of toilets under Nirmal Bharat Abhiyan (NBA) is mandatory. The State Governments should put in place a system which facilitates this, covering fund flows, accounting, reporting, etc. It should be ensured that the beneficiary has to approach only one agency for the IAY and NBA components.

2.5.33 **Drinking water:** Potable drinking water should be provided to all IAY households by converging the State and Central Government programmes relating to drinking water. Also drinking wells can be constructed using MGNREGS for individual house or a group of houses.

2.5.34 **Electricity:** Electrification should be provided under Rajiv Gandhi Grameen Vaidyutikaran Yojana (RGGVY) or any State scheme and in areas where there is no electricity lights should be provided.

2.5.35 **Land development:** The lands of individual beneficiaries may be developed using MGNREGS. The Scheme can also be used for soil conservation and protection, bio-fencing, planting of avenue trees, construction of playgrounds, etc.

2.5.36 **Connectivity:** Connectivity may be provided in the form of paved pathways, roads or steps using MGNREGS and relevant State schemes.

2.5.37 In order to bring convergence a state level meeting may be held exclusively for the purpose by the Chief Secretary by January of every year in which all the State level department / agencies responsible for different schemes may be called and an action plan prepared to ensure

that there is automatic and simultaneous convergence in favour of IAY beneficiaries.

Implementation

2.5.38 Transparency in Implementation of IAY is of utmost importance so that CSS are properly implemented and misutilization and other irregularities are minimized. This would basically require that people should have access to information about implementation of these programmes in all their aspects. Disclosure of information should be the rule and withholding of information an exception.

2.5.39 The items on which information at various levels are given are in the following paragraphs. This list of items is illustrative and not exhaustive. The State Government may like to add any other item which they feel should be shared with the people. It would be useful if the information which is required to be given at village level is also available at one level above i.e. the block level. Similarly, the information which is required to be made available at block level should be available at district level also. While some information may have to be supplied on demand, it would be useful if all the information is displayed in a suitable manner at different places to facilitate easy and quick access. Photo /authenticated copies of documents may also be supplied on payment.

2.5.40 **Village Level:** (i) List of People below poverty line in the village (ii) List of beneficiaries identified during preceding year and current year including details of SC/ST/, women beneficiaries and disabled persons under IAY (iii) Allocation made to the village under IAY (iv) Guidelines of IAY / criteria of selecting beneficiaries and (v) Display of IAY sign board on the allotted houses.

2.5.41 **Block Level:** (i) Details of houses taken up at Block Level with cost, sources of funds, implementing agency (ii) Access to muster rolls (iii) Distribution of funds village-wise for the scheme and (iv) Allocated /Availability of funds and progress in implementation of IAY.

2.5.42 **District Level:** (i) Distribution of IAY funds block-wise/village-wise for the scheme (ii) Criteria for distribution of funds to blocks /villages including norms from its selection under IAY and (iii) Pattern of Funding.

2.5.43 IAY is a Centrally Sponsored Scheme funded on cost-sharing basis between the Government of India and States in the ratio of 80: 20.

Mobilisation of additional resources

2.5.44 The amount provided under IAY may not be sufficient in all places for construction of houses with facilities adequate for the family. Therefore additional resources need to be mobilized as follows.

(i) **Supplementary grants from the State government:** State Government may provide supplementary grants from their budget as additionality. This is particularly relevant for SCs/STs where funds may be pooled from SCSP and TSP.

(ii) **Mobilisation of DRI Loans:** Nationalized Banks have been instructed by the RBI to provide loans up to ₹20,000/- per house at an interest rate of 4%.

Criteria for Allocation of Resources

2.5.45 Central assistance under Indira Awaas Yojana is allocated to the States on the basis of proportion of rural poor in States to the total poor in

the country. The poverty estimates prepared by the planning commission in this regard will be used for this purpose. The proportion of rural SC/ST population in a district to the total rural SC/ST population in the state is the criteria of inter-district allocation of IAY funds. Within a State this allocation for every year will be decided by the Government of India on the basis of above criteria subject to availability of funds. Diversion of resources from one district to another will not be permissible.

2.5.46 Under the Differential Rate of Interest (DRI) Scheme to SC/ST beneficiaries, the following methodology is suggested:-

- (a) Hold a meeting of State Level Bankers Committees (SLBC) to discuss the scheme and take collective decision on modalities;
- (b) Assign responsibilities to the DLBC as per district level targets;
- (c) At the district level bank-wise targets may be finalized according to their service area ;
- (d) Once the beneficiary selection is finalized, in the initial meeting of the beneficiaries, applications for DRI loan should be collected and submitted in the bank branch concerned .A functionary may be assigned the task of following up these applications.
- (e) Monitoring of the sanction of DRI loans should be done at the block, district and state levels including at BLBC/DLBC/SLBC levels .At the district and state level, a senior officer should be made responsible for responding to grievances related to non-sanction of DRI loans and to sort them out in consultation with the banks concerned.

2.5.47 **Mobilisation of other loans:** States may also mobilise loans from banks, including cooperative bank to IAY beneficiaries, to supplement the grant assistance, in a schematic manner. The maximum amount of

such loan could be Rs. 50,000/- and the rate of interest could be subsidized on prompt payment. Detailed guidelines may be issued after working out the scheme in consultation with the banks and cooperatives. Wherever such loans are provided, the beneficiaries have to be sensitized on repayment requirements and their willingness obtained.

2.5.48 Formulation of subsidy-linked project availing loans from banks /financial institutions: State Governments are free to formulate projects which would provide subsidy using IAY funds (within the amount permissible), linked to assured loans from banks including cooperative banks or financial institutions like HUDCO. For coordinating implementation, the States could use the services of organizations of repute and meet their service charges from the provision for administrative expenses and if they are not sufficient from State funds for which prior approval of the Empowered Committee is needed.

2.5.49 It is argued that Nationalized banks have been instructed by the RBI to provide loans up to ₹2000/- per house at an interest rate of 4 per cent per annum under the differential rate of interest (DRI) Scheme to SC/ST beneficiaries. To ensure its implementation the following methodology is suggested.

2.5.50 Even though the Govt. and RBI make some rules and regulations for the provision of loan, some lending institution show an indifferent attitude. In order to bring about convergence a state level meeting is held. In this meeting all the State Level department /agencies etc. participate. Here an action plan is prepared to ensure that there is an automatic and simultaneous convergence in favour of IAY beneficiaries, as they all belong to families in real need. Here some problems crop up. The ward

sabha in their meeting select the beneficiaries. In most of our Grama Sabhas only a minority of the members participate. It is found that the ward member makes the selection. In the process the decision of the member becomes the final word. Most of the members never consider the guidelines of the centre. Here comes the role of DRDA officials. However, due to the shortage of staff, Rural Development Department finds it difficult to make their presence felt in such meetings.

2.5.51 It is reported that from 2013 October onwards there is a proposal for direct beneficiary scheme. A nodal bank is selected for each district. The beneficiary gets the amount from the bank.

2.5.52 In this context one can think about a different approach and that is to prepare a list of beneficiaries for a fixed period of time. From this list beneficiaries can be selected according to priorities. In India in general and Kerala in particular there is no scientific data about the number of BPL groups. Different agencies make different estimates. For example UN has estimated a particular percentage. Planning commission's estimate is quite different. Sengupta Committee report presents a new figure. State has its own estimate. So it is necessary to make a detailed and scientific survey about the BPL. Now the Centre has decided to enhance the benefit to general category. This is a welcome step. In Kerala the Village Extension Officer (VEO) is authorized to inspect the whole IAY houses. The state level officer inspects only 2 percent of the houses and DRDA 10 percent.

2.5.53 The Rural Development Authorities feel that the monthly report submitted by the various agencies are irregular. In the ultimate analysis the members of the Panchayath take decision according to their wishes.

This needs a structural change. We should prepare the list of beneficiaries for a specific period. From this list the beneficiaries can be selected as already stated.

Monitoring

2.5.54 Officers dealing with IAY at the State headquarters should visit district regularly and ascertain through field visits whether construction of houses is in accordance with the prescribed procedure. Likewise, officers at the district, sub –division and block levels should monitor all aspects of the IAY through visits to work sites. A schedule of inspection which prescribes a minimum number of field visits for each supervisory level functionary from the State level to the block level should be drawn up and strictly adhered to.

2.5.55 The State Government should prescribe the periodical reports/returns through which it should monitor the performance of IAY in the districts and also get appropriate reports prescribed, to be collected by the DRDA for proper monitoring of the IAY. The monitoring of the programme at the state level will be the responsibility of the State level coordination Committee for Rural Development Programmes. A representative or nominee of the Ministry of Rural Areas & Employment, Government of India should invariably be invited to participate in the meetings of the committee.

2.5.56 It is necessary to convene the meetings of the beneficiaries periodically. In this meeting instructions should be given that both husband and wife should participate. The District Level Officer should also be invited and there should be open discussions about the constraints faced by each beneficiary in the construction process.

2.5.57 In majority of the cases the head of the family alone cannot undertake the responsibility for the construction of IAY houses. These people become a prey to the middle man. So it is necessary to entrust the construction of the IAY houses to NGOs or to some government agency. For this legislation can be enacted if necessary.

2.5.58 In Kerala several people who belong to the “General Category” have no houses of their own. Most of them live in huts where there are no basic facilities and some live with their relatives. These sections should be supplied with new houses. The Local Self Government and the State Government can collect the list of such homeless people and report the list to the Centre and make them aware of the magnitude of the problem. State Government should make a detailed survey about the general conditions of homeless people who belong to the “General Category”. If the Rural Development Department at the Centre is convinced it might be possible to get additional funds from the Centre for this category, thereby enhancing the resource flows to the State.

2.5.59 After construction of houses is sanctioned, there is need for constant inspection by superior officers and timely submission of utilization certificates. Special attention should be bestowed upon incomplete houses and it will be desirable if, monthly meetings are convened at the District level to review the progress of implementation.

2.5.60 The scope of bringing within the purview of MGNREGS the foundation work and related works of the IAY houses should be examined. This can expedite the process of construction leading to earlier flow of funds from the Centre. In the final analysis the LSG/Panchayat Department of the State has to be actively involved in the scheme.

Evaluation Studies

2.5.61 The State should conduct periodic evaluation studies about the implementation of the IAY. Evaluation may be got conducted by reputed institutions on issues thrown up by the concurrent evaluation, meriting detailed studies by the State as well as the Centre.

2.5.62 Copies of the reports of these evaluation studies made by the State should be furnished to the government of India.

2.5.63 Remedial action should be taken by the State on the basis of the observations made in the evaluation studies.

CRITICAL APPRAISAL

2.5.64 In India in general and Kerala in particular there is no realistic data about the BPL section. Detailed estimates are made by different agencies like the Planning Commission, the UN agency, Arjun Sen Gupta and it is found that States present an exaggerated figure before the central government to obtain an increased amount of funds. Even in our LSG's, there is no clear statistics about the BPL section. In our LSG's as earlier stated, political consideration is the criteria for the selection of beneficiaries. In majority cases it is found that the guidelines are not followed.

2.5.65 It is seen that the Centre makes fund allocation to the rural development department. The funds are operated by the DRDA's at the district level.

2.5.66 It is absolutely necessary to monitor the functioning of the rural development department. If the rural development authorities properly monitor the IAY scheme, it is easy to identify the irregularities, especially

in the selection of beneficiaries. Various Panchayath Presidents in Kerala have reported that no monitoring takes place in any of the LSG'S by the Rural Development Department. So it is necessary that the State should evaluate the working of the rural development authorities and then monitor the programme in various PRI'S.

2.5.67 In conclusion, the committee feel that the IAY schemes, which is essentially meant to provide durable dwellings for families below the poverty line, should be carefully monitored and implemented by a better system of selection of beneficiaries and a more realistic funding of the scheme by integrating funds of the IAY with other department schemes and easy loans from bank and other financial institutions. We also feel that since the primary objective of the scheme is to provide a roof for the poor and needy, a portion of the funds could be utilized for improving or reconstructing damaged houses. Over the years houses constructed with low cost are bound to deteriorate due to heavy seasonal variation.

Table 2.13
IAY – Status of Data Entry for the financial Year 2013-14

Sl.No.	Name of Blocks	Number of Houses						
		Registered in MIS	Consolidated at Block	Sanctioned	Order Sheet Generated	1 st Instalment released	Inspection at Completion level	3 rd Instalment released
1	Athiyannur	9	0	0	0	0	0	0
2	Chirayinkeezh	2	0	0	0	0	0	0
3	Kilimanoor	18	9	9	0	0	0	0
4	Nedumangad	0	0	0	0	0	0	0
5	Nemom	37	0	0	0	0	0	0
6	Parassala	42	1	1	1	0	0	0
7	Perumkadvila	59	57	57	1	0	0	0
8	Pothencode	7	0	0	0	0	0	0
9	Vamanapuram	0	0	0	0	0	0	0
10	Varkala	8	7	7	7	0	0	0
11	Vellanad	0	0	0	0	0	0	0
	Total	182	74	74	9	0	0	0

Source: Commissionerate of Rural Development

**Table 2.14
IAY – Physical Performance upto August 2013-14**

Sl. No.	Name of Blocks	Spill Over	Back Log	Annual Target	Agreement Executed (New houses only)				Out of Agreement Executed during the year houses allocated in			Houses under construction			Houses Completed		Out of Houses Completed		% of Target achieved
					SCs	STs	Minorities	Others	Total (Col. 4 to 7)	Women	Husband and Wife jointly	Physically handicapped	Sanctioned during last or current year	Sanctioned prior to last year	Total (Col. 12+13)	Sanctioned during last or current year	Sanctioned prior to last year		
1	Athiyannur	379	163	373	41	0	10	49	100	0	0	0	0	0	0	151	0	0	
2	Chirayinkeezh	283	48	251	52	0	5	0	57	0	0	0	0	0	0	209	0	0	
3	Kilimanoor	651	0	262	96	0	0	0	96	96	0	0	0	0	0	271	0	0	
4	Nedumangad	305	77	164	8	0	2	12	22	0	0	0	0	0	0	149	0	0	
5	Nemom	672	0	224	20	0	4	2	26	26	0	2	0	0	0	448	0	0	
6	Parassala	438	67	417	40	0	40	41	121	115	0	6	0	0	0	189	0	0	
7	Perumkadvila	509	0	651	17	2	20	40	79	79	0	2	0	0	0	312	0	0	
8	Pothencode	317	199	232	0	0	0	0	0	0	0	0	0	0	0	49	0	0	
9	Vamanapuram	459	0	323	0	0	0	0	0	0	0	0	0	0	0	188	0	0	
10	Varkala	529	0	163	3	0	2	0	5	5	0	0	0	0	0	130	0	0	
11	Vellanad	720	12	448	0	0	0	0	0	0	0	0	0	0	0	438	0	0	
	Total	5262	566	3508	277	2	83	144	506	321	0	10	0	0	0	2534	0	0	

Source: Commissionerate of Rural Development

Table 2.15
Funds received from PRIs for the periods 2008-09 to 2012-2013

Period	Category									
	General			SC			ST			
	IAY Fund	Supple- mentary Assistance	Total	IAY Fund	Supple- mentary Assistance	Total	IAY Fund	Supple- mentary Assistance	Total	
2008-09	38500	11500	50000	38500	36500	75000	38500	61500	100000	
2009-10	38500	36500	75000	38500	61500	100000	38500	86500	125000	
2010-11	48500	26500	75000	48500	51500	100000	48500	76500	125000	
2011-12	48500	151500	200000	48500	151500	200000	48500	201500	250000	
2012-13	48500	151500	200000	48500	151500	200000	48500	201500	250000	

Source: Commissionerate of Rural Development

On 15-9-2011, total allocation was enhanced to ₹ 2,00,000/- for SC and General and ₹ 2,50,000/- for ST persons

3. CONCLUSION

3.1 While our report concentrates on the five flagship schemes, it is our endeavor to highlight the point that a concerted attempt to tackle the grey areas of each CSS and to suggest innovative but pragmatic measures will yield dividends not only by maximizing the flow of resources from the Centre to the State but also by fulfilling the prime objective of each of the schemes, which is to attain the targeted physical parameters with their attendant social obligations to society. Now that the number of CSS has been reduced to a manageable figure of 66, the respective line departments should be in a position to pay individual attention to each of these schemes and adhere firstly to the common general suggestions which we have given and to suggest, as we have done in respect of the 5 flagship schemes, innovative and fruitful suggestions so that maximum benefits could accrue to the State.

3.2 We would like to summarise our observations by stating that for all CSS the concerned departments should do the following:

- A) Submit details in proformae I and II within the prescribed time.
- B) Fix milestones in a format so that the grant of administrative/technical sanctions, release of funds etc. go according to schedule
- C) Endeavour to prepare and submit proper utilization certificates on time
- D) Establish a liaison with the corresponding Central Ministry
- E) Take steps to prepare project reports, wherever necessary, fulfilling the criteria laid down by the Centre
- F) Critically evaluate each of the schemes to determine its long term utility effect on the State, particularly with regard to the probable future financial burden on the State exchequer and thereafter
- G) Evolve a set of suggestions which are practical, relevant to the State and innovative in content

**PROCEEDINGS OF THE MEMBER SECRETARY, STATE PLANNING BOARD
(Present: Shri. V.S. Senthil IAS)**

Sub: 12th Five Year Plan (2012-17) - Constitution of Expert Committees
- Orders issued - reg.

Ref: 1. Minutes of the Planning Board Meeting held on 20-12-2012.
2. Minutes of the Core Group Meeting held on 14-02-2013.

ORDER NO. 9508/12/PCD/SPB DATED: 09.04.2013

As per the reference first cited, State Planning Board in its meeting held on 20-12-2012 resolved to constitute Expert Committees on major sectors to examine in detail various programmes and policies proposed in the draft Central 12th Plan document so as to take maximum advantage of Central Schemes during the 12th Plan period, by the State.

2.The Core Group in its Meeting held on 14-02-2013, vide reference 2nd cited, decided to constitute 9 Expert Committees for the following sectors.

Expert Committees

- I. Resources and Plan Implementation
- II. Agriculture and Allied Activities
- III. Industry
- IV. Infrastructural Development including Water Supply and Sanitation
- V. Energy
- VI. Health
- VII. SC/ST Development and Social Welfare
- VIII. Education
- IX. Employment and Skill Development

3. In the above circumstances, 9 Expert Committees are hereby constituted as detailed at Annexure I to IX. The terms of reference are given below.

Terms of Reference

- (i) To review 12th Plan (2012-17) of Government of India with a view to maximise the State's access to Central Schemes during the Plan period.
- (ii) To examine how the State's Plan programmes (and the flexi-funds available under CSS) can be enhanced through access to Central Plan resources, external funding (including RIDF, Bank finance and PPP).
- (iii) To function as a continuing mechanism throughout the plan period to review how different sectors are able to act up on its recommendations regarding accessing outside resources.
- (iv) To identify road blocks in accessing resources and difficulties in implementation and suggest measures to overcome them.

- (v) To prepare a Plan of Action for each sectors incorporating the estimated resource availability both from Central as well as State and Financial and Physical Targets etc. during the Plan period.
- (vi) To assess the physical outcome of the efforts of each sector through the 12th Five Year Plan period.

4. The Chairperson is authorised to co-opt additional members, if necessary. The Chairperson can also modify terms of reference with the approval of the Board.

5. The Expert Committee may submit an interim report before 31st May 2013 and the final report by 30th September 2013. The interim report will cover all changes in guidelines required for Centrally Sponsored Schemes in the light of the proposed Government of India decision to introduce flexibility in these schemes. The interim report will also cover the immediate steps that are to be taken by the respective departments for submitting detailed proposals to various Central Ministers for availing financial assistance during the current financial year.

6. The non- official members of the Expert Committee will be entitled to travelling allowances as applicable to Class I Officers of the Govt. of Kerala. The local non official members will be eligible for TA/DA as per rules. The Class I Officers of GOI will be entitled to travelling allowances as per rules if reimbursement is not allowed from Departments. The expenditure towards TA, DA and the honorarium will be met from out of the outlay provided under the Head of Account “3451-00-101-93-Surveys and Studies” during 2013-14.

(Sd/-)
Member Secretary

To

1. The Chairman / Members

Copy to

1. Chief Secretary, Government of Kerala (With C/L)
2. All Government Secretaries (With C/L)
3. PS to VC
4. CA to Members
5. PA to MS
6. CA to CEA
7. Sr. A.O.
8. SS, Accounts
9. Spare , S/F

Approved for issue,

(Sd/-)
Chief, PCD

**PROCEEDINGS OF THE MEMBER SECRETARY, STATE PLANNING BOARD
(Present: Shri. V.P.Joy IAS)**

Sub: 12th Five Year Plan (2012-17) - Constitution of Expert Committees -
Amendment - reg.

Ref: This Office Order No.9508/12/PCD/SPB Dated: 09-04-2013 and
08-05-2013

ORDER NO. 9508/12/PCD/SPB DATED:30.05.2013

1. As per the reference cited, 9 Expert Committees have been constituted on major sectors to examine in detail various programmes and policies proposed in the draft Central 12th Plan document so as to take maximum advantage of Central Schemes during the 12th Five Year Plan period, by the State.
2. Para 5 of the reference cited, stipulates that the Expert Committee may submit an interim report before 31st May 2013 and the final report by 30th September 2013.
3. It has now been decided that all the 9 Expert Committees are expected to be in the nature of the standing committees until the end of the 12th Five Year Plan period (2012-17) and hence submitting a final report by September, 2013 does not arise.
4. In the above circumstances, para 5 of the proceedings referred above stands partially amended as follows, “ The Expert Committee may submit an interim report before 31st May 2013. The Expert Committees will be in the nature of Standing Committees until the end of the 12th Five Year Plan. The interim report will cover all changes in guidelines required for Centrally Sponsored Schemes in the light of the proposed Government of India decision to introduce flexibility in these schemes. The interim report will also cover the immediate steps that are to be taken by the respective departments for submitting detailed proposals to various Central Ministers for availing financial assistance during the current financial year”.
5. The proceedings referred above is modified to the above extent.

(Sd/-)

Member Secretary

To

1. The Chairpersons / Members
2. All Chiefs

Copy to

1. PS to VC
2. CA to Members
3. PA to MS
4. CA to CEA
5. Sr. A.O.

Approved for issue

(Sd/-)

Chief, PCD

**PROCEEDINGS OF THE MEMBER SECRETARY, STATE PLANNING BOARD
(Present: Ms. Rachna Shah IAS)**

Sub: 12th Five Year Plan (2012-17) - Constitution of Expert Committee on Resources and Plan Implementation - amendment - reg.

Ref: 1. Order No.9508/12/PCD/SPB Dated: 09-04-2013 and 30-05-2013
2. Minutes of the meeting of the Expert Committee on Resources and Plan Implementation held on 12-06-2013.

ORDER NO. 9508/12/PCD/SPB DATED:28.06.2013

1. As per the reference first cited, 9 Expert Committees have been constituted on major sectors to examine in detail various programmes and policies proposed in the draft Central 12th Plan document so as to take maximum advantage of Central Schemes during the 12th Five Year Plan period, by the State.
2. The Expert Committee on Resources and Plan Implementation in its meeting held on 12-06-2013 (vide reference 2nd cited) decided to co-opt Sri. K.K.Krishna Kumar, CSES as a Member of the Committee as an alternative to Dr.K.K.George, Member, who may not be able to attend all meetings.
3. In the above circumstances, Sri. K.K.Krishna Kumar, fellow, Centre for Socio – Economic & Environmental Studies, Khadi Federation Building, NH By-pass, Padivattom, Kochi-682 024 is nominated to the Expert Committee on Resources and Plan Implementation.
4. The proceedings first cited stands partially amended to the above extent.

**(Sd/-)
Member Secretary**

To

1. The Chairman / Members
2. Chief, Plan Co-ordination Division

Copy to

1. PS to VC
2. CA to Members
3. PA to MS
4. CA to CEA
5. Sr. A.O.

Approved for issue

**(Sd/-)
Chief, PCD**

CENTRAL 12TH FIVE YEAR PLAN (2012-13) – CONSTITUTION OF EXPERT COMMITTEES

Expert Committee on Resources and Plan Implementation

Chairman: Sri.R.Narayanan,
'Annapoorna', K.P. 4/163
Kakkamoola, Kalliyoor Post
Thiruvananthapuram - 695 042

Members:

- 1 Dr.V.P. Joy.I.A.S
Principal Secretary
Finance Department
Govt. Secretariat, Tvpm.
- 2 Sri. Rajesh Kumar Sinha IAS
Secretary (Expenditure)
Finance Department
- 3 Dr. K.K.George
Chairman
Centre for Socio-Economic & Environmental Studies
Khadi Federation Building, NH By-pass,
Padivattom, Kochi-682 024, Kerala, India.
- 4 Dr. G. Karunakaran Pillai
Kumbalathu House
NSS Karayogam Lane, Kodunganoor.P.O
Thiruvananthapuram -13, Pin: 695013
- 5 Dr. N. Ramalingam
Associate Professor
Gulati Institute of Finance & Taxation
Kaimanam, Pappanamcode P.O,
Thiruvananthapuram-18, Kerala
- 6 Dr. Mary George
Professor (Rtd)
Airuvelil, Mannamthala. P.O
Thiruvananthapuram – 695 015
- 7 Dr. Saji Gopinath
Professor, Indian Institute of Management,
Kozhikode
- 8 Dr. K.R. Radhakrishna Pillai
Aranya, Sooranadu South,
Patharam P.O, Kollam
- 9 Shri. K.K.Krishna Kumar
Fellow, Centre for Socio-Economic & Environmental Studies,
Khadi Federation Building, NH Bypass
Padivattom, Kochi 682 024

Member Convenor:

Shri. D. Prashanth, Chief, PCD, SPB

एम. एस. आहलुवालिया
MONTEK SINGH AHLUWALIA



उपाध्यक्ष
योजना आयोग
भारत
DEPUTY CHAIRMAN
PLANNING COMMISSION
INDIA

July 8, 2013

Dear Shri Chandy,

I am writing to follow up on an issue that has come up in many of our meetings during Annual Plan discussions. The issue relates to restructuring the Centrally Sponsored Schemes (CSS). As you well know, States have consistently argued that there is a proliferation of CSS, which makes it very difficult for district administrations to keep track of, let alone optimise the use of, resources from numerous channels. States have also frequently complained that the guidelines for CSS are too rigid, and often do not reflect the situations of the individual States. The resulting "one size fits all" approach is not economically efficient.

Recognising the need for restructuring of CSS, the Planning Commission had appointed the B.K. Chaturvedi Committee to make comprehensive recommendations on this subject after consulting the State Governments. The Report of the Committee was well received, and in the last meeting of the N.D.C. to approve the 12th Plan, many CMs called for early implementation. The Prime Minister also indicated that action would be taken on these lines. I am happy to convey to you that the Cabinet has now approved a major restructuring of the Centrally Sponsored Schemes along the lines recommended by the Chaturvedi Committee.

The broad features of the restructuring are as follows:

- i) The total number of Centrally Sponsored Schemes has been reduced from 142 to 66. Annex-I provides a mapping of the existing and new schemes showing how several of these have been collapsed into a single umbrella scheme.
- ii) For the current year, the existing schemes will continue with the allocations as specified in the Budget document for 2013-14. From next year onwards however, many of these schemes are being merged into a single scheme (in Annex I) and suitable guidelines for the use of resources under these schemes will be laid down.
- iii) To overcome the problem posed by one-size-fits-all approach, it is proposed that the existing guidelines for each individual CSS can be modified on a state-by-state basis based on the recommendations of the State Government, given the special circumstances of the State.

एम. एस. आहलुवालिया
MONTEK SINGH AHLUWALIA



उपाध्यक्ष
योजना आयोग
भारत
DEPUTY CHAIRMAN
PLANNING COMMISSION
INDIA

State Governments are urged to review the existing guidelines and to come up with their suggestions. These suggestions will be considered by a Committee chaired by the Secretary, Planning Commission, which will include the Secretary of the concerned Ministry. It will be our objective to persuade the Ministries to agree on as much flexibility as possible, to meet the legitimate expectations of the States.

- iv) In addition to allowing State-specific flexibility in guidelines, it is also proposed to introduce in each scheme an additional flexibility of 10 percent of the allocation for the State, which can be used by the State Governments to promote innovative programmes within the broad objective laid down for the CSS. Projects financed under this window do not have to meet even the guidelines proposed by the State – they can depart from the guidelines in the interest of allowing innovation, provided the project serves the broad objectives of the Centrally Sponsored Scheme.
- v) Experience with the new system will be reviewed before the end of the Twelfth Plan, and modifications, if necessary, can be built into the system from the Thirteenth Five Year Plan.

I hope you will agree that these changes represent a very substantial response to what we have always felt was the legitimate demand of the State Governments for greater flexibility. I would request you to get your Chief Secretary to undertake an urgent review of the schemes from the perspective of the State, and write to Secretary, Planning Commission, indicating what changes the State would want.

With warm regards,

Yours sincerely,


(Montek Singh Ahluwalia)

Shri Oommen Chandy,
Chief Minister,
Government of Kerala,
Secretariat,
Thiruvananthapuram.

List of 66 CSS approved by the Cabinet for the 12th plan

S.No.	Department / Schemes / Programmes
DEPARTMENT OF AGRICULTURE & COOPERATION	
1	National Food Security Mission
2	National Horticulture Mission
3	National Mission on Sustainable Agriculture
4	National Oilseed and Oil Palm Mission
5	National Mission on Agriculture Extension and Technology
6	Rashtriya Krishi Vikas Yojana (RKVY) (ACA)
DEPARTMENT OF ANIMAL HUSBANDRY, DAIRYING & FISHERIES	
7	National Livestock Management Programme
8	National Livestock Health and Disease Control Programme
9	National Plan for Dairy Development
DEPARTMENT OF COMMERCE	
10	Assistance to States for Infrastructure Development for Exports (ASIDE)
MINISTRY OF DRINKING WATER SUPPLY	
11	National Rural Drinking Water Programme
12	Nirmal Bharat Abhiyan
MINISTRY OF ENVIRONMENT AND FORESTS	
13	National River Conservation Programme (NRCP)
14	National Afforestation Programme (National Mission for a Green India)
15	Conservation of Natural Resources and Ecosystems
16	Integrated Development of Wild Life Habitats
17	Project Tiger
DEPARTMENT OF HEALTH AND FAMILY WELFARE	
18	National Health Mission including NRHM
19	Human Resource in Health and Medical Education
DEPARTMENT OF AYUSH	
20	National Mission on Ayush including Mission on Medicinal Plants
DEPARTMENT OF AIDS CONTROL (New Department)	
21	Nation AIDS & STD Control Programme
MINISTRY OF HOME AFFAIRS	
22	National Scheme for Modernization of Police and other forces
23	Border Area Development Programme (BADP) (ACA) (MHA/M/o Finance)

MINISTRY OF HOUSING & URBAN POVERTY ALLEVIATION	
24	National Urban Livelihood Mission
25	Rajiv Awas Yojana (including JNNURM part of MoHUPA)
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY	
26	Sarva Shiksha Abhiyan (SSA)
27	National Programme Nutritional Support to Primary Education (MDM)
28	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)
29	Support for Educational Development including Teachers Training & Adult Education
30	Scheme for setting up of 6000 Model Schools at Block level as Benchmark of Excellence
31	Scheme for providing education to Madrasas, Minorities and Disabled
DEPARTMENT OF HIGHER EDUCATION	
32	Rashtriya Uchhtar Shiksha Abhiyan
MINISTRY OF INFORMATION TECHNOLOGY / MINISTRY OF FINANCE	
33	National E-Governance Action Plan (NeGAP) (ACA)
MINISTRY OF LABOUR & EMPLOYMENT	
34	Social Security for Unorganized Workers including Rashtriya Swasthaya Bima Yojana
35	Skill Development Mission
MINISTRY OF LAW AND JUSTICE	
36	Development of Infrastructure Facilities for Judiciary including Gram Nyayalayas.
MINISTRY OF MINORITY AFFAIRS	
37	Multi Sectoral Development Programme for Minorities
MINISTRY OF PANCHAYATI RAJ	
38	Backward Regions Grant Fund (District Component) (ACA) (M/o PR/M/o Finance)
39	Rajiv Gandhi Panchayat Sashastrikan Yojana
DEPARTMENT OF RURAL DEVELOPMENT	
40	National Rural Employment Guarantee Scheme (MGNREGA)
41	Pradhan Mantri Grama Sadak Yojana (PMGSY)
42	Indira Awas Yojana (IAY)
43	National Rural Livelihood Mission (NRLM)
44	National Social Assistance Programme (NSAP) (M/o RD/M/o Finance)
DEPARTMENT OF LAND RESOURCES	
45	Integrated Watershed Management Programme (IWMP)
46	National Land Record Management Programme (NLRMP)

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT & DISABILITY AFFAIRS	
47	Scheme for Development of Scheduled Castes
48	Scheme for Development of Other Backward Classes and denotified, nomadic and semi-nomadic Tribes
49	Scheme for development of Economically backward Classes (EBCs)
50	Pradhan Manthri Adarsh Gram Yojana (PMAGY)
DEPARTMENT OF DISABILITY AFFARIS	
51	National Programme for Persons with Disabilities
MINISTRY OF STATISTICS AND PROGRAMME IMPLEMENTATION	
52	Support for Statistical Strengthening
MINISTRY OF TEXTILES	
53	National Handloom Development Programme
54	Catalytic Development Programme Under Sericulture
MINISTRY OF TOURISM	
55	Infrastructure Development for Destination & Circuits
MINISTRY OF TRIBAL AFFAIRS	
56	Umbrella scheme for Education of ST students
MINISTRY OF WOMENT AND CHILD DEVELOPMENT	
57	Integrated Child Development Services (ICDS)
58	National Mission for Empowerment of Women including Indira Gandhi Matritrav Sahyog Yojana
59	Integrated Child Protection Scheme (ICPS)
60	Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)
MINISTRY OF WATER RESOURCES / MINISTRY OF FINANCE	
61	Accelerated Irrigation Benefit & Flood Management Programme (merging AIBP and other programmes of water resources such as CAD, FMP etc.) (ACA)
DEPARTMENT OF SPORTS	
62	Panchayat Yuva Krida aur Khel Abhiyan (PYKKA)
DEPARTMENT OF FOOD PROCESSING INDUSTRIES	
63	National Mission on Food Processing
MINISTRY OF URBAN DEVELOPMENT / MINISTRY OF FINANCE	
64	Jawaharlal Nehru National Urban Renewal Mission (JNNURM)(ACA)
PLANNING COMMISSION / MINISTRY OF FINANCE	
65	Backward Regions Grant Fund (BRGF) (State Component) (ACA)
MINISTRY OF YOUTH AFFAIRS AND SPORTS	
66	National Service Scheme (NSS)

Mapping of Schemes proposed to be implemented in Twelfth Five Year Plan

S.No.	Department / Schemes /Programmes	CSS Schemes proposed during 12 th Plan
1	2	3
DEPARTMENT OF AGRICULTURE & COOPERATION		
1	National Food Security Mission	1. National Food Security Mission (1,2)
2	Technology Mission on Cotton	
3	National Horticulture Mission	2. National Horticulture Mission (3,4&5)
4	National Mission on Bamboo	
5	Horticulture Mission for North East and Himalayan States	
6	National Mission on Micro Irrigation	3. National Mission on Sustainable Agriculture (6,7,8&9)
7	Mission Mode Project on Agriculture – National e- Governance Plan (NeGP)	
8	National Project on Management of Soil Health & Fertility	
9	National Mission for Sustainable Agriculture (NMSA)	
10	Integrated Oilseeds, Oil Palm, Pulses and Maize Development (ISOPOM)	4. National Oilseed and Oil Palm Mission (10&11)
11	National Mission on Oilseeds & Oil Palm (NMOOP)	
12	Support to State Extension Programme for Extension Reforms	5. National Mission on Agriculture Extension and Technology (12&13)
13	National Mission on Agriculture Extension & Technology (NMAE&T)	
DEPARTMENT OF ANIMAL HUSBANDRY, DAIRYING & FISHERIES		
14	National Programme on Bovine Breeding	6. National Plan for Dairy Development (14,15&16)
15	National Programme for Bovine Breeding and Dairy (NPBBD)	
16	Dairy Development Projects	
17	Livestock Health and Disease Control (LH&DC)	7. National Livestock Health and Disease Control Programme (LH&DC) (17)

18	National Project for Cattle and Buffalo Breeding	8. National Livestock Management Programme (18,19,20,21,22,23,24,25&26)
19	Poultry Development	
20	Utilization of Fallen Animals	
21	Conservation of Threatened Livestock Breeds	
22	Feed & Fodder Development Scheme	
23	Livestock Insurance	
24	Livestock Extension and Delivery Services	
25	Establishment / Modernisation of rural slaughter houses, including mobile slaughter Plants	
26	National Livestock Mission	
27	National Scheme for Welfare of Fishermen	To be taken up as a central sector scheme
28	Special Livestock and Fisheries Sectors Package for Idukki and Kuttanad districts of Kerala (this is to be discontinued as per the Adviser	This scheme has been completed and will discontinue in 2014-15
29	Development of Marine Fisheries, Infrastructure & Post Harvest Operations	Being transferred to National Fishery Development Board
30	Development of Inland Fisheries & Aquaculture	
DEPARTMNE OF COMMERCE		
31	ASIDE	9. ASIDE(31)
DEPARTMENT OF INDUSTRIAL POLICY AND PROMOTION		
32	Package for (Other than North East) Special Category States	To be taken as Central Sector Schemes
33	NEIIPP, 2007	
MINISTRY OF ENVIRONMENT AND FORESTS		
34	National River Conservation Plan (NRCP)	10. National River Conservation Programme (NRCP)(34)
35	Afforestation and Forest Management	11. National Afforestation Programme (35)(Green India Mission and Forest Management)
36	Conservation of Natural Resources and Ecosystems	12. Conservation of Natural Resources and Ecosystems (36)
37	Wild Life Management	13. Integrated Development of Wild Life Habitats (37) (Wildlife Management)
38	Project Tiger	14. Project Tiger (38)

DEPARTMENT OF HEALTH AND FAMILY WELFARE		
39	National Rural Health Mission / National Health Mission (NRHM /NUHM)	15. National Health Mission including NRHM (39,40,41,42,43,44,45,46,47,49,50 &51)
40	Cancer Control	
41	National Mental Health programme	
42	National Programme for Prevention and Control of Cancer Diabetes, Cardiovascular Diseases and Stroke	
43	Assistance to State for Capacity Building (Trauma Care)	
44	Health Care for the Elderly	
45	Pilot Projects	
46	National Programme for control of Blindness	
47	E-Health including Telemedicine	
48	Human Resources for Health	16. Human Resource in Health and Medical Education (48)
NEW INITIATIVES UNDER CSS		
49	Strengthening of State drug regulatory system	Included NRHM
50	Strengthening of State food regulatory system	
51	Innovation based schemes	
DEPARTMENT OF AYUSH		
52	Promotion of AYUSH	17. National Mission on AYUSH including Mission on Medicinal Plants (52,53 &54)
53	Nation Mission on AYUSH	
54	Nation Mission on Medical Plants	
DEPARTMNET OF AIDS CONTROL		
55	National AIDS Control Programme	18. National AIDS & STD Control Programme (55)
MINISTRY OF HOME AFFAIRS		
56	Crime and Criminal Tracking Network and System (On going Centrally Sponsored Schemes) and Enhanced initiative for Criminal Tracking Network and System (New Centrally Sponsored Schemes)	19. National Scheme for Modernisation of Police and other forces. (56,57,58,59,60,61)
57	Special infrastructure Scheme in Leftwing extremism affected states	

58	Strengthening of Fire and Emergency Services	
59	Revamping of Civil Defence	
60	Setting up of Counter Insurgency and Anti Terrorists Schools (CIAT) in Left Extremism Area (LWE) (Centrally Sponsored Scheme)	
61	Other Disaster Managements projects	
MINISTRY OF HOUSING & URBAN POVERTY ALLEVIATION		
62	Swarna Jayanti Shahari Rozgar Yojana (SJSRY) /National Urban Livelihoods Mission (NULM)	20. National Urban Livelihood Mission (62)
63	Integrated Low Cost Sanitation (ILCS)	The scheme depending on the survey of dry latrine is likely to concluded by 2013-14
		21. Rajiv Awas Yojana (MoHUPA part of JNNURM (earlier an ACA scheme)
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY		
64	Sarva Shiksha Abhiyan (SSA)	22. Sarva Shiksha Abhiyan (SSA) (64&65)
65	Mahila Samakhya	
66	National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)	23. National Programme Nutritional Support to Primary Education (MDM)(66)
67	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	24. Rashtriya Madhyamik Shiksha Abhiyan (RMSA) (67,68,69&70)
68	Information and Communication Technology in Schools	
69	Scheme for construction and running of Girls Hostel's for students of secondary and Higher Secondary Schools	
70	Vocationalisation of Education	
71	National means cum Merit Scholarship Scheme	25. Support for Educational Development including Teachers Training & Adult Education (71,72,73,74 &75)
72	National Scheme for Incentive to the Girl Child for Secondary Education	
73	Centrally Sponsored Scheme of appointment of Language Teachers	
74	Strengthening of Teachers Training Institutions	

75	Adult Education & Skill Development Scheme	
76	Scheme for setting up of 6000 Model Schools at Block level as Benchmark of Excellence	26. Scheme for setting up of 6000 Model Schools at Block level as Benchmark of Excellence (76)
77	The Scheme for Providing Quality Education in Madrassas (SPQEM)	27. Scheme for Providing education to Madrasas, Minorities and Disabled (77,78&79)
78	The Scheme for Infrastructure Development in Minority Institutions (IDMI)	
79	Inclusive Education for the Disabled at Secondary School (IEDSS)	
DEPARTMENT OF HIGHER EDUCATION		
80	Strategic Assistance for State higher education – Rashtriya Uchcha Shiksha Abhiyan (RUSA)	28. Rashtriya Ucchta Shiksha Abhiyan (80 & 81)
81	Support for the Polytechnics in the States including strengthening of existing polytechnics, setting up of new Polytechnics, Community Polytechnics and Women’s Hostel in Polytechnics	
MINISTRY OF LABOUR & EMPLOYMENT		
82	Skill Development	29. Skill Development (82)
83	Social Security for Unorganized Workers	30. Social Security for Unorganized Workers(RSBY to run as a component as an when the umbrella scheme is finalised)
MINISTRY OF LAW AND JUSTICE		
84	For development of infrastructure facilities for judiciary	31. Development of infrastructure facilities for judiciary including Gram Nyayalayas currently being Implemented as Central Sector Scheme (84)
MINISTRY OF MINORITY AFFAIRS		
85	Merit-cum-Means scholarship for professional and technical courses	32. Multi Sectoral Development Programme for Minorities (85,86,87&88)
86	Pre-Matric Scholarships for Minorities	
87	Post-Matric Scholarships for Minorities	
88	Multi Sectoral Development Programme for Minorities in selected of minority concentration districts	

MINISTRY OF PANCHAYATI RAJ		
89	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA)	33. Rajiv Gandhi Panchayat Sashaktikaran Yojana (89)
DEPARTMENT OF RURAL DEVELOPMENT		
90	M.G.National Rural Employment Guarantee Scheme	34. National Rural Employment Guarantee Scheme
91	Pradhan Mantri Gram Sadak Yojana (PMGSY)	35. Pradhan Mantri Gram Sadak Yojana (PMGSY)
92	Rural Housing-IAY	36. Indira Awas Yojana
93	Swarnajayanti Gram Swarozgar Yojana (SGSY)/NRLM	37. National Rural Livelihood / Mission (93,94)
94	DRDA Administration	
95	Provision for Urban Amenities in Rural Areas (PURA)	To be taken as a Central Sector initiative
	Flexi Fund	It is proposed now to have a 10% flexi fund in all schemes.
DEPARTMENT OF LAND RESOURCES		
96	Integrated Watershed Management Programme (IWMP)	38. Integrated Watershed Management Programme (IWMP)
97	National Land Records Modernisation Programme (NLRMP)	39. National Land Records Modernisation Programme (NLRMP)
MINISTRY OF DRINKING WATER & SANITATION		
98	National Rural Drinking Water Programme	40. National Rural Drinking Water Programme
99	Total Sanitation Campaign/Nirmal Bharat Abhiyan and NGP	41. Nirmal Bharat Abhiyan
MINISTRY OF ROAD TRANSPORT & HIGHWAYS		
100	E&I for States & UTs from CRF	It a block grant
MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT		
	Backward Classes (SCs + OBCs)	
101	Post Matric Scholarship Scheme for SC Students	42. Scheme for the Development of scheduled Caste (101, 102 (Hostel for SCs only), 103-106, 109
102	Grant for construction of Boys & Girls Hostels for SC & OBCs students	
103	Protection of Civil Rights (PCR) Act, 1955 & Scheduled Castes and Scheduled Tribes (Prevention of Atrocities)Act, 1989	

104	State Scheduled Castes Development Corporations	
105	Pre-Matric Scholarship Scheme for SCs	
106	Upgradation of Merit of SC students	
107	Post Matric Scholarship for Other Backward Classes	43. Scheme for Development of OBC and DNT and Semi nomadic tribes (107,108,102(Hostel for OBC students) and sub scheme for DNT and semi nomadic tribes as and when proposed.)
108	Pre- Matric Scholarship for Other Backward Classes	
109	Pre- Matric Scholarship for children of those engaged in Unclean Occupations	44. Scheme for the development of Economically Backward classes.
110	Pradhan Mantri Adarsh Gram Yojana (PMAGY) in SC villages	45. Pradhan Mantri Adarsh Gram Yojana (PMAGY) (110)
DEPARTMENT OF DISABILITY AFFARIS		
111	Post-Matric Scholarships for students with disabilities	To be taken as Central Sector Scheme
112	Pre-Matric Scholarships for swDs	To be taken as Central Sector Scheme
113	Hostels for existing Government Special schools not having hostels and augmentation of seats in existing hostels of Government special schools	46. National Programme for persons with disabilities (113)
MINISTRY OF STATISTICS AND PROGRAMME IMPLEMENTATION		
114	India Statistical Strengthening Project (ISSP)	47. Support for Statistical Strengthening (114 & 115)
115	Basic Statistics for Local Level Development (BSLLD)	
MINISTRY OF TEXTILES		
116	Sericulture: Catalytic Development Programme (CDP)	48.Catalytic Development Programme for Sericulture
117	Handlooms: Revival Reform & Restructuring Package for the Handloom Sector	49. National Handloom Development Programme (117 & 118)
	New Schemes	
118	Handlooms	
MINISTRY OF TOURISM		
119	Product / Infrastructure Development for destination and Circuits	50. Infrastructure Development for destinations and circuits

MINISTRY OF TRIBAL AFFAIRS		
120	Scheme of PMS, Book Bank and upgradation of Merit of ST students	51. Umbrella scheme for Education of ST student (120, 121,122 &124). This would also include central sector scheme of pre-matric scholarship of ST student and Top Class education for ST student.
121	Scheme for Hostels for ST Girls and Boys	
122	Establishment of Ashram Schools in TSP Areas	
123	Research information & Mass Education, Tribal Festival and Others	To be taken as a central sector initiative
124	Pre matric scholarship for ST students (Class IX to X)	
MINISTRY OF URBAN DEVELOPMENT / MINISTRY OF FINANCE		
125	National Urban Information System (NUIS)	JNNURM (MoUD portion)
126	Pooled Finance Development Fund (PFDF)	
MINISTRY OF WOMEN AND CHILD DEVELOPMENT		
	Child Development	
127	Integrated Child Development Services (ICDS)	52. ICDS(127,128,129)
128	World Bank assisted ICDS Systems Strengthening and Nutrition Improvement Project (ISSNIP)	
129	National Nutrition Mission (NNM)	
130	Umbrella Scheme for Protection and Development of Women	53. National Mission for Empowerment of women including Indira Gandhi Matritva Sahyog Yojana (IGMSY) (130&131)
131	Indira Gandhi Matritva Sahyog Yojana (IGMSY)-CMB Scheme	
132	Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG)-SABLA	54. Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG)-SABLA (132)
133	Integrated Child Protection Scheme (ICPS)	55. (ICPS) (133)
DEPARTMENT OF YOUTH AFFAIRS		
134	National Service Scheme (NSS)	56. National Service Scheme
DEPARTMENT OF SPORTS		
135	Panchayat Yuva Krida aur Khel Abhiyan (PYKKA)	57. Panchayat Yuva Krida aur Khel Abhiyan (PYKKA)

DEPARTMENT OF FOOD PROCESSING INDUSTRIES		
136	National Mission on Food Processing	58. National Mission on Food Processing
MINISTRY OF CULTURE		
137	Archaeology	May be taken up as a Central Sector initiative

Central Assistance for States and Union Territory Plans(GBS) for 2013-14(BE)

S. No.	Items	Proposed Scheme of 12th Five Year Plan
CENTRAL ASSISTANCE FOR STATE PLANS & UNION TERRITORIES		
1	Normal Central Assistance	Block Grant in Demand 36 of M/o Finance To be continued as ACA
2	Special Plan Assistance	To be continued as ACA Block Grant in Demand 36 of M/o Finance
3	Special Central Assistance (united)	Block Grant in Demand 36 of M/o Finance To be continued as ACA
4	Special Central Assistance , of which	
	(a) Hill Areas	Block Grant in Demand 36 of Ministry of Finance
	(b) Tribal Sub- Plan	The Current arrangement may continue as it is a charged expenditure
	(c) Grants under proviso to Article 275(1)	The Current arrangement may continue as it is a charged expenditure
	(d) Border Areas	59. Border Area Development Programme
	(e) North Eastern Council	
5	Assistance from Central Pool of Resources for NE & Sikkim	Block grant
6	Bodoland Territorial Council	
7	MPs Local Area Development Scheme	Block grant
8	Additional Central Assistance for Externally Aided Projects	Pass through to States through Demand No. 36 of the MoF

9	Accelerated Irrigation Benefit Programme (AIBP) and other Water Resources Programmes	60. Accelerated Irrigation Benefit & Flood Management Programme (merging AIBP and other programmes of water resources such as CAD, FMP etc.) (Operated by M/o Water Resources & M/o Finance)
10	Roads and Bridges	Block grant
11	National Social Assistance Programme (NSAP) (including Annapurna)	61. National Social Assistance Programme (NSAP) (Operated by Department of Rural Development)
12	National E-Governance Action Plan (NEGAP)	62. National E-Governance Action Plan (NeGAP) (Operated by Ministry of Information & Technology & M/o Finance)
13	Backward Regions Grant Fund, of which	Backward Regions Grant Fund (BRGF)
	(b) State Component	63. State Component (Operated by Planning Commission & M/o Finance)
	(a) District Component	64. District Component (Operated by M/o Panchayati Raj & M/o Finance)
14	ACA for LWE districts*	Block Grant in Demand 36 of M/o Finance
15	Jawaharlal Nehru National Urban Renewal Mission(JNNURM), of which	
	(a) <i>Sub Mission on Urban Infrastructure and Governance (UIG)</i>	65. Jawaharlal Nehru National Urban Renewal Mission (includes 2 schemes of Ministry of Urban Deelopment)
	(b) <i>Urban Infrastructure Development for Small and Medium Towns (UIDSSMT) &</i>	
	(c) <i>Capacity Building</i>	
	(d) <i>Rajiv Awas Yojana (RAY) & Capacity Building</i>	Part of Proposed Scheme at S.No.22
16	Rashtriya Krishi Vikas Yojana (RKVY)	66. Rashtriya Krishi Vikas Yojana (RKVY)(operated by Dept. of Agriculture & Co-operation)
17	Additional Central Assistance for Other Projects	Block Grant in Demand 36 of M/o Finance. This would include meeting Committed liability for projects like Mumbai Metro line-I, BRIMSTOWA, Chennai, Desalinisation Plant etc.
18	Other Additional Central Assistance (ACA)	Block Grant in Demand 36 of M/o Finance. To be continued as ACA

Proforma-I

Annual Plan(2013-14) - Centrally Sponsored Schemes
Basic Information

1. Sector :
2. Sub Sector (Department) :
3. Name of Scheme :
4. Pattern of funding (Percentage) :
 - i. Central Share :
 - ii. State Share :
5. Whether Central Release is subject to Pre-conditions. If so specify them :
6. Whether Central Release is in instalments? :
If yes, specify, No. of Instalments :
7. Whether State Release is in instalments? :
If yes, specify, No. of Instalments :
8. Whether Administrative sanction is required from :
 - i. Government of India :
 - ii. Government of Kerala :

If yes, give details :

If Not, give details :
9. Specify sequence of scheme Implementation* :
10. Whether fund requests submitted to Government of India :
If yes, give details :
If Not, give details :
11. Whether Utilization Certificates are to Given for each instalment of Central releases :
12. Whether Utilization Certificate submitted for the previous financial year :

**If required separate sheet may be used.*

Proforma-II

**ANNUAL PLAN 2013-14 - CENTRALLY SPONSORED SCHEMES
FINANCIAL & PHYSICAL ACHIEVEMENTS**

1. Name of Scheme :
2. Outlay (₹lakh) :
 i. Central Share :
 ii. State Share :
3. Release of Funds :

Instalments	Amount (₹lakh)		Total	Details / Remarks *
	Centre	State		
I				
II				
III				
IV				
V				

**Details such as Date of Release, Month etc.*

4. Expenditure details :

Expenditure (₹lakh)			Whether Utilization Certificate submitted?	If Yes, Specify Amount (₹lakh)
Quarter	Amount	Cumulative		
I				
II				
III				
IV				

5. Physical Target :
 Unit :
6. Physical Achievement :
 Unit :
7. Physical cum Social Outcome :