



## GOVERNMENT OF KERALA

### Abstract

Tenth Five Year Plan – Decentralised Planning by Local Governments – Modified Guidelines - Approved – Orders Issued:-

---

### PLANNING & ECONOMIC AFFAIRS (A) DEPARTMENT

G.O.(MS) No. 40/2004/Plg.

Dated, Thiruvananthapuram, 31<sup>st</sup> March, 2004

---

- Read:-
1. G.O.(MS) No. 20/2002/Plg. dated 06-06-2002
  2. G.O.(MS) No. 34/2002/Plg. dated 29-08-2002
  3. G.O.(MS) No. 39/2002/Plg. dated 24-09-2002
  4. G.O.(MS) No. 41/2002/Plg. dated 30-09-2002
  5. G.O.(MS) No. 50/2002/Plg. dated 29-10-2002
  6. G.O.(MS) No. 56/2002/Plg. dated 18-11-2002
  7. G.O.(MS) No. 61/2002/Plg. dated 13-12-2002
  8. G.O.(MS) No. 32/2003/Plg. dated 14-02-2003
  9. G.O.(MS) No. 36/2003/Plg. dated 25-02-2003.
  10. G.O.(MS) No. 47/2003/Plg. dated 29-03-2003
  11. G.O.(MS) No. 52/2003/Plg. dated 20-05-2003.
  12. G.O.(MS) No. 54/2003/Plg. dated 31-05-2003.
  13. G.O.(MS) No. 59/2003/Plg. dated 11-07-2003.
  14. G.O.(MS) No. 61/2003/Plg. dated 29-07-2003.
  15. G.O.(MS) No. 65/2003/Plg. dated 01-09-2003.
  16. G.O.(MS) No. 71/2003/Plg. dated 12-01-2003.
  17. Circular No. 4248 (1)/A1/2002/Plg. dated. 12-07-2002
  18. Circular No. 4248 (2)/A1/2002/Plg. dated. 12-07-2002
  19. Circular No. 12498/A1/2002/Plg. dated. 22-10-2002
  20. Circular No. 140/A1/2003/Plg. dated. 03-01-2003
  21. Circular No. 2038/A1/2003/Plg. dated.10-02-2003
  22. Circular No. 4224/A1/2003/Plg. dated. 26-03-2003
  23. Circular No. 4285/A1/03/Plg. dated. 28-03-2003
  24. Circular No. 9462/A1/2003/Plg. dated.26-07-2003
  25. Circular No. 10391/A1/2003/Plg. dated.20-08-2003
  26. Circular No. 11783/A1/2003/Plg. dated. 29-09-03
  27. Circular No. 13153/A1/2003/Plg. dated.04-11-2003
  28. Circular No. 14271/A1/2003/Plg. dated.02-12-2003
  29. Circular No. 1344/A1/2004/Plg. dated. 28-01-2004
  30. Circular No. 2683/A1/2004/Plg. dated. 28-02-2004

### ORDER

As per the Government Order read 1<sup>st</sup> above detailed guidelines were issued for preparation of the Tenth Five Year Plan by Local Governments. As per the G.O. read as 12<sup>th</sup> above separate guidelines for the preparation and implementation of Tribal Sub Plan by Local Governments were issued. As per GOs read as 2 to 11 and 13 to 16 and Circulars 17 to 30 modifications and additions have been made to the basic guidelines.

Now in supersession of the orders (except G.O.(MS) No. 54/2003/Plg. dated 31-05-2003) and circulars read above, Government are pleased to issue modified guidelines to be used for the remaining portion of the Tenth Five Year Plan period which is appended to this order. Preparation of Tribal Sub Plan will be as per the provisions of G.O.(MS) No.54/2003/Plg. dated 31-05-2003, read with the specific provisions on TSP included in this order.

By Order of the Governor

**S.M.VIJAYANAND** Secretary  
(Planning and Economic Affairs)

To

1. The Director of Panchayats
2. The Commissioner of Rural Development
3. The Director of Urban Affairs
4. The Principal Secretary, Rural Development
5. The Secretary to Government, Local Self Government
6. All other Principal Secretaries and Secretaries to Government
7. The Member Secretary, State Planning Board
8. The Director of Public Relations (For immediate press release)
9. All Chairpersons of District Planning Committees
10. All District Collectors & Member Secretaries to District Planning Committees
11. All Presidents/Secretaries of Village Panchayats
12. All Presidents/Secretaries of Block Panchayats
13. All Presidents/Secretaries of District Panchayats
14. All Mayors/Secretaries of Corporations
15. All Chairpersons/Secretaries of Municipalities
16. The Chairman, Kerala State Electricity Board (With C/L)
17. The Managing Director, Kerala State Road Transport Corporation (With C/L)
18. The Managing Director, Kerala Water Authority (With C/L)
19. All Managing Directors/Chief Executives of Public Sector Undertakings/ Corporations/ Boards/Autonomous Bodies (With C/L)
20. The Director of Public Instructions
21. The Director of Scheduled Castes
22. The Director of Scheduled Tribes
23. The Director of Collegiate Education
24. The Director of Technical Education
25. All Other Heads of Departments
26. Executive Director, Kudumbashree
27. Executive Mission Director, Information Kerala Mission
28. All District Planning Officers
29. The Convenor, State Level Bankers Committee (Canara Bank, Thiruvananthapuram) (With C/L)
30. All Convenors, District Level Bankers Committees (With C/L)
31. All Departments in the Secretariat
32. The Director, Local Fund Audit, Thiruvananthapuram
33. State Performance Audit Officer
34. General Secretary, Kerala Grama Panchayat Association

35. Secretary, Kerala Block Panchayat Association
36. Secretary, Chamber of Municipal Chairpersons
37. Secretary, Chamber of District Panchayat Presidents
38. The Principal Accountant General (Audit), Kerala, Thiruvananthapuram  
(With C/L)
39. The Accountant General (A&E), Kerala, Thiruvananthapuram(With C/L)

Copy to:

1. The Principal Secretary to Chief Minister
2. The Private Secretary to the Minister for Local Self Government
3. The Private Secretary to the Minister for Rural Development
4. Private Secretaries to Other Ministers
5. The P.A. to Vice Chairman, State Planning Board
6. The Additional Secretary to Chief Secretary
7. All Members of State Level Coordination Committee on Decentralisation
8. Planning & Economic Affairs Department
9. Local Self Government Department
10. Rural Development Department

**MODIFIED GUIDELINES FOR THE PREPARATION OF THE ANNUAL  
PLANS AS PART OF THE INTEGRATED FIVE YEAR PLAN  
PREPARED FOR THE TENTH FIVE YEAR PLAN  
BY LOCAL GOVERNMENTS**

**1. BACKGROUND**

- 1.1 As part of the Tenth Five Year Plan local governments have prepared Five Year Plans. Two Annual Plans have been drawn out of the Five Year Plan and implemented during 2002-03 and 2003-04. For the remaining three years of the Tenth Five Year Plan modification of the Guidelines has become necessary to incorporate the lessons learned from the first two years and to address issues raised by local governments, with the special objective of ensuring that the deficiencies and gaps noticed are filled up.
- 1.2 The first two years of the Tenth Five Year Plan marked a transition from a campaign approach to an institutionalized system to ensure the maturing of local governments into genuine institutions of Local Self Government. Unfortunately due to the fiscal stress the resource forecast had to be revised downward and the approved Plans modified accordingly. This has upset the planning process and these guidelines intend to address this issue also.

**2. OBJECTIVES**

- 2.1 The core objectives of the remaining period of the Tenth Five Year Plan would continue to be:-
- (1) Promote local economic development by increasing production and productivity of agriculture and allied sectors and the traditional and small-scale industries with focus on employment generation and poverty reduction.
  - (2) Move towards greater social justice and reduction in gender disparities.
  - (3) Focus on Natural Resource Management and integrated area development.
  - (4) Upgrade the quality of basic services provided by the local governments with special emphasis on health, education, water supply, sanitation including solid waste management and care of the disabled.
  - (5) Improve governance particularly with reference to responsiveness, transparency, people's participation and management.
  - (6) Achieve improved efficiency of resource use.

2.2 In the process of realizing these objectives the local governments are expected to play a proactive catalytic role by inducing synergies between various stakeholders in local development and enabling solutions to emerge through self-help and joint community action with public funds being spent only for the most critical purposes. Thus the Plan has to be much larger than the investment of public resources and much wider than the activity of local governments alone.

### **3. RESOURCE USE**

3.1 In spite of clear directives to ensure utmost economy and efficiency in expenditure in order to eke out the meagre resources, many local governments have not translated these directives into practice with the result that superfluous schemes still find place in local government plans resulting in avoidable waste.

3.2 While preparing plans the local governments have to be extremely sensitive about the cost of funds which they are using. Though the Plan funds are given as grant-in-aid to local governments it should be noted that about 80 % of the funds are borrowed and the cost of borrowing works out to around 11 % per annum. This implies that when investment decisions are taken sufficient care must be taken to ensure that, on the whole, there should be adequate returns to the economy over a period of time which would facilitate not only repayment of the loans but also generate enough resources for smooth maintenance of the assets and higher future investment. Local governments should be conscious of the cost of resources and their scarcity while taking any spending decision.

3.3 Government have accepted the recommendations of the Second Finance Commission and Local Governments would get enhanced grants for maintenance as well as for general purposes but the responsibilities transferred to local governments call for additional resource mobilization especially through the following channels.

- (1) Implementation of plinth area based Property Tax.
- (2) Launching of a special campaign to bring all potential assesses into the Profession Tax net.
- (3) Prevent leakages in Entertainment Tax.
- (4) Use the Service Tax to cost new services provided and recover partially or fully from the beneficiaries over a period of time.
- (5) Enhance non-tax revenues through better assessment and enhancement based on Second Finance Commission recommendations.

3.4 The above mentioned sources are available only to Village Panchayats, Municipalities and Corporations. All local governments have recourse to the following methods of resource mobilization.

- (1) Realization of user charges based on the capacity to pay.
- (2) Entrusting operation and maintenance responsibilities to beneficiary groups.
- (3) Mobilising contributions in cash, kind and labour from the benefited public.
- (4) Facilitating community investment particularly from non-resident Keralites for local development purposes.
- (5) Developing public-private partnership in creation of infrastructure.

3.5 In spite of several efforts the flow of credit to schemes formulated by local governments has been extremely poor. The local governments have to strive hard to link credit flow from banks and other financial institutions to increase their Plan investment for which the following suggestions are to be adhered to.

- (1) Direct investment in the productive sectors like, irrigation, electrification, creation of appropriate infrastructure for transport and marketing, particularly to fill the gaps identified in the Potential-Linked Credit Plans prepared by NABARD.
- (2) Now that the Community Development Society (CDS) system has matured, it has to be put to maximum advantage to channel flow of credit to Anti-Poverty programmes both for self-employment as well as for creation of family infrastructure like houses.
- (3) Make BLBCs and DLBCs fully functional.
- (4) Formulate innovative region specific economic development projects with the assistance of expert institutions on the lines of 'Subhiksha' prepared by IIM, Kozhikode for Perambra Block Panchayat.
- (5) Formulate stand alone commercially viable projects in which the revenue stream can by itself meet the repayment requirements like markets, shopping complexes, Bus Stands etc.

#### **4. PLANNING PERSPECTIVE**

4.1 Local Governments may have a relook at the strategic vision of development, formed at the beginning of the Tenth Five Year Plan and verify whether the identified projects and schemes have succeeded in translating the vision into reality, if not, appropriate modifications need to be brought about.

4.2 The following general priorities are suggested:

- (a) In the light of the experience of the recent drought in the State water conservation has assumed topmost priority in local level development. There is an urgent need to protect and rehabilitate all local water sources as well as to create new water storage and water harvesting structures including ponds, percolation tanks, check dams, sub-surface dams etc. This has to be planned for on a watershed basis.
- (b) Local economic development to generate more jobs needs to be consciously attempted. It calls for focus on increasing agricultural productivity and value addition through post harvest processing. Paddy production has to be given top priority. Waste/fallow land development and fodder development also require particular attention. This can be attempted through NHGs under Kudumbashree. Successful farmers may be identified and used as resource persons for extending their farming systems methodology to other farmers.
- (c) Rehabilitation of existing assets may be given priority to ensure their optimum utilization. These assets would include markets, schools, hospitals, water supply systems, minor irrigation systems where actual provision of water is there and equipment in public institutions. All local governments should focus on assets transferred to them for upgradation or rehabilitation. As these assets have been transferred to them no other fund would be available in the State budget. It is of paramount importance that the infrastructure, which the State has built up over the last several years, is not allowed to deteriorate.
- (d) Also upgradation of traditional industries and promotion of micro enterprises for the poor are to be given special priority. The District Panchayats and larger Municipalities and Corporations should proactively facilitate private investment particularly for generation of jobs. They should do this by holding local investors' meets and removing bottlenecks due to infrastructure deficiencies, procedural delays, blocks in raw material supply (wherever it is within the capability of local governments), labour problems, inadequate skills etc. Similarly these local governments should tie up with organisations like Kudumbashree, NABARD, Lead Bank, IIM Kozhikode etc., and take up focused programmes of entrepreneurship development

ranging from identification of entrepreneurs, training them and providing support services for setting up units.

- (e) All anti-poverty programmes should be compulsorily on the Kudumbashree mode. Providing house sites and houses to the absolutely landless has to be given high priority.
- (f) As far as training programmes are concerned they should be for people below poverty line. Only those programmes which result in a self-employment venture or which have an assured job market for wage employment should be taken up. In the case of computer training courses only accredited courses as approved by Government should be chosen.
- (g) All agriculture and allied sectors and water use would be planned on a watershed basis in an integrated manner. For watershed treatment, preference should be given to natural, agrostological measures and appropriate technologies like use of geo textiles. Village Panchayats should take steps to complete Panchayat Resource Mapping and set apart the funds needed for it.
- (h) Only irrigation schemes, which are demand-driven and where actual provision of water is intended, should be taken up in the productive sector. Except in the case of bunds in the padasekharams of Kuttanad, including those areas notified as upper Kuttanad, Kole lands of Thrissur and Malappuram and Pokkali lands of Ernakulam and Thrissur, all other side protection works would be classified as infrastructure.
- (i) Municipalities and Corporations must give priority to detailed town planning schemes that have already been sanctioned, and also give special emphasis to solid waste management, water supply, upgradation of traditional markets and slum development including rehabilitation of poramboke dwellers.

4.3 In order to avoid thin spread of resources the following guidelines are given.

- (a) As far as roads are concerned the District Panchayat should first take up only the Village roads and Other District Roads (ODRs) as classified by the PWD. Only then new roads linking more than one Block Panchayat having at least eight meters width should be taken up. In Idukki, the District Panchayat can take up new roads connecting more than one Village Panchayats and roads which connect Village Panchayats with Major District



Roads. However, such new roads should have a minimum length of 5 K.M. and satisfy the norms for construction of roads by District Panchayats.

- (b) In the case of roads within Scheduled Caste habitats taken up under SCP or within Tribal habitats, the minimum width is relaxable to six metres if the District Planning Committee (DPC) is convinced that land is not available. Only Village Panchayats, Municipalities and Corporations may undertake construction of roads of less than six metres width. Block Panchayats shall confine themselves to link roads connecting two Village Panchayats or opening up new areas, with minimum width of eight meters relaxable by DPC to six metres within SC/ST habitats and coastal areas.
- (c) In the case of irrigation also the investment should be according to the provisions of the III<sup>rd</sup>, IV<sup>th</sup> and V<sup>th</sup> Schedules of the Kerala Panchayat Raj Act and the I<sup>st</sup> Schedule of the Kerala Municipality Act.
- (d) Only Village Panchayats, Municipalities and Corporations need undertake individual beneficiary oriented asset distribution programmes, but Block and District Panchayats can take up distribution of house sites through Village Panchayats and housing schemes for Scheduled Castes and Tribes. In the districts where special drinking water supply and Total Sanitation projects are under implementation, the District and Block Panchayats may also share the subsidy given to households and other items according to norms to be decided by the DPC. A decision may be taken by DPC on this.
- (e) Block Panchayats and District Panchayats need undertake only comprehensive area development programmes with reference to habitats in Special Component Plan and promotion of Scheduled Caste development institutions like hostels.

## **5. SECTORAL ALLOCATION**

- 5.1 Total plan grant-in-aid includes funds under General Sector, Special Component Plan and Tribal Sub Plan. General Sector Funds includes the Normal Share, Eleventh Finance Commission (EFC) grant and Rural Infrastructure Development Fund (RIDF). EFC grant is given only to Village Panchayats and Urban Local Governments and RIDF is given only to District Panchayats and Block Panchayats. While calculating sectoral ceilings in the General sector allotments under Normal share, EFC grant and RIDF have to be taken together.

5.2 For the following purposes, adequate funds have to be set apart from general sector funds.

- (1) Supplementary nutrition now provided to children in the age group 3-6 at anganwadis would continue as per existing norms. In addition, from 01-04-2004 in-obedience of directions issued by the Supreme Court, supplementary nutrition to children in the age groups 0-3 and adolescent girls would be provided as per the norms fixed by the Social Welfare Department.
- (2) Funds to ensure uninterrupted feeding and supplementary nutrition as per the prescribed standards should be earmarked by the Urban Local Governments in urban areas and Village Panchayats and Block Panchayats in rural areas in the ratio 2:1.
- (3) Compulsory contribution of local governments for the construction of Anganwadies under World Bank project is to be made. District and Block Panchayats can contribute to this as decided by the DPC. Preference may be given to the construction of baby-friendly toilets in Anganawadies.
- (4) Upto 10% of the General Sector allocation could be spent for renovation/rehabilitation of hospitals, schools and water supply schemes and minor irrigation schemes where actual provision of water is involved.
- (5) Five percent of the total plan size has to be set apart for children, disabled and the aged.
- (6) At least 10% of the total plan size should be for Women Component Plan.
- (7) Sectoral ceilings under general sector would be worked out as stated below after deducting outlays for anganwadi feeding, supplementary nutrition, Akshaya Computer Literacy Programme, water supply projects taken up under Jananidhi / Sector Reforms Projects / projects of Socio Economic Unit Foundation, Total Sanitation Projects and solid waste management programmes as part of 'Clean Kerala Project'. The mandatory minimum amount and ceiling under general sector (i.e. Normal Share, EFC and RIDF taken together) would be:

<b>a. Village Panchayat</b>	<b><i>Ceiling (%)</i></b>
Productive Sector	30 <i>Minimum</i>
Infrastructure Sector	30 <i>Maximum</i>

<b>b. Block Panchayat</b>	<b><i>Ceiling (%)</i></b>
Productive Sector	30 <i>Minimum</i>
Infrastructure Sector	30 <i>Maximum</i>
<b>c. District Panchayat</b>	<b><i>Ceiling (%)</i></b>
Productive Sector	25 <i>Minimum</i>
Infrastructure Sector	30 <i>Maximum</i>
<b>d. Municipality/Corporation</b>	<b><i>Ceiling (%)</i></b>
Productive Sector	10 <i>Minimum</i>
Infrastructure Sector	50 <i>Maximum</i>
Slum Improvement (Including Resettlement of Puramboke Dwellers)	10 <i>Minimum</i>

- (8) At least one third of the plan grant under productive sector in the general sector should be earmarked for schemes intended for rain water harvesting including roof water harvesting in public buildings, rehabilitation of water sources like ponds, tanks and other water conservation measures and Irrigation Schemes.
- (9) If in the Annual Plan 2003-04, there had been any downward deviation from the minimum share of sectoral investment indicated for the productive sector or upward deviation from the ceiling indicated for the infrastructural sector or if any such deviation for the previous year has not yet been fully compensated for, an equivalent amount of compensatory provision must be made in the Annual Plan 2004-2005. Similarly any such shortfall in the SCP, TSP, Plan for special group consisting of children, disabled and the aged and Women Component Plan allocations should also be compensated as described below:-
- (i) In the case of Special Component Plan/Tribal Sub Plan, the required allocation should be met out of General Sector Funds.
  - (ii) In the case of Women Component Plan and Plan for special group consisting of children, disabled and the aged it should be met from the General Sector/SCP/TSP.
  - (iii) In the case of short achievement in the productive sector it can be made good from the other two sectors.

### 5.3 Sectoral Classification of Projects

5.3.1 The amount earmarked for construction of buildings for hospitals, veterinary hospitals, schools, Krishi Bhavans, Matsya Bhavans, Anganawadies and industrial units may be included under the respective sectors of development. For example building for Krishi Bhavan, Veterinary hospital, industrial units etc. can be included in the productive sector, building for hospitals and schools in the service sector etc.

5.3.2 **Productive Sector:** By productive sector is meant projects relating to agriculture, animal husbandry, dairy development, fisheries integrated watershed management including soil and water harvesting, traditional tiny and small industries, production of electricity through stand alone non-conventional energy projects and construction activities related to fish markets, and other traditional markets. Manufacturing of manure from solid waste can also be included under this component.

5.3.3 **Service Sector:** For the Service Sector, the local government is free to set apart any amount after providing the amount required for the Productive Sector and other mandatory allocations. Local Governments may take up improvement of play grounds, construction of stadium, and sports-related activities under this sector. Construction of buildings for hospitals, schools, anganwadies, libraries, extension of electricity lines etc. will also come under this sector.

5.3.4 **Infrastructure Sector:** The projects for providing office facilities, furniture etc. to the transferred institutions may be classified under this sector.

### 5.4 Classification of Projects under Special Category of Funds

#### 5.4.1 Eleventh Finance Commission Award Schemes

A list of projects which are taken up under the EFC grant from all sectors should be prepared and monitored separately. The projects for which EFC grants can be used are:-

- (1) primary education (2) primary health care
- (3) drinking water supply
- (4) extension of street lighting
- (5) sanitation including solid and liquid waste management
- (6) setting up of cremation and burial grounds
- (7) creation of public facilities
- (8) protection and upgradation of common property resources.

The works which are taken up using EFC grants should be charged to that account and progress report sent separately every quarter noting the physical and financial achievements.

#### *5.4.2 Rural Infrastructure Development Fund*

In the case of District Panchayats and Block Panchayats the projects under RIDF may be prepared well in advance, according to the guidelines and norms issued by the NABARD.

#### *5.4.3 Special Component Plan*

In the case of SCP funds not more than 30% can be spent on infrastructure by any Local Government. There is no ceiling for productive and service sector schemes under SCP.

### **5.5 Plan for Special Groups/Special Schemes**

#### *5.5.1 Women Component Plan*

Women Component Plan should get at least 10% of the total plan allocation, including General Sector, SCP and TSP. Assistance to Kudumbashree programmes can be taken up under Women Component Plan.

#### *5.5.2 Plan for Children, Disabled and the Aged*

5% of the total plan allocation including General Sector, SCP and TSP size has to be set apart for children, disabled and the aged. Feeding of Anganawadies cannot be charged to this component.

#### *5.5.3 Akshaya Programme*

(i) The Akshaya Programme of providing universal computer literacy, which was piloted in Malappuram District, would be implemented in the remaining 13 districts. The scheme is to be implemented by the Village Panchayats, with co-funding from the Block Panchayats and District Panchayats and Municipalities and Corporations for providing computer literacy training to at least one person from every family. Funds for SC/ST beneficiaries may be met from SCP/TSP, if required. Training cost of beneficiaries would be as follows:-

- (a) Rural areas - Rs. 80 from Village Panchayat, Rs. 20 from Block Panchayat and Rs.20 from District Panchayat for one person per family.
- (b) Urban areas - Rs. 120 from Municipalities/Corporation for one person per family

- (ii) The IT Department would provide training at the district level and assist in developing the details of the project and in its implementation.

#### *5.5.4 Sarva Siksha Abhiyan*

In the case of Sarva Siksha Abhiyan (SSA) the local government concerned should meet the State share of the scheme from its Plan funds.

#### *5.5.5 Indira Awas Yojana*

In the case of Indira Awas Yojana Block Panchayats have to meet the additional fund required to increase the cost up to Rs. 50,000 for housing schemes to Scheduled Castes, Rs. 75, 000 in the case of Scheduled Tribes and Rs.35,000 in the case of others.

#### *5.5.6 Slum Improvement*

Municipalities and Corporations have to spend at least 10% of their total plan allocation on slum development, which would also include resettlement of poromboke dwellers..

#### *5.5.7 Solid Waste Management*

The urban local governments and Village Panchayats identified under the Clean Kerala Project have to mandatorily prepare a scientific project for Solid Waste Management using General Sector plan funds.

- (1) Capital expenditure for the installation of plants, purchase of land.
- (2) Purchase of equipments for collection/segregation of solid waste.
- (3) Purchase of specially designed vehicles for the transportation of solid waste from the collection points to the disposal sites.

#### *5.5.8. Anti-Poverty Sub Plan*

All local Governments should compulsorily have an Anti-Poverty Sub Plan prepared as an independent document. As part of this Anti-poverty Sub Plan all local governments have to prepare a plan for development of destitutes. The mode of preparing the Anti-Poverty Sub Plan and the Destitute Plan is explained in Annexure – 1

5.5.9. NSDP, SJSRY and VAMBAY plans and other anti-poverty projects would be initiated at the level of the Neighbourhood Group (NHG) in Municipalities and Corporations. These plans would be consolidated at the ward level by the Area Development Society (ADS) and further integrated at the Municipal/Corporation level by the Community Development Society (CDS) and forwarded to the relevant Working Groups on Poverty Reduction, SC

Development, ST Development and Women and Child Development who will incorporate them with the overall plans. The priorities fixed by the ADS and CDS in SJSRY, NSDP and VAMBAY can be changed only with the prior approval of ADS/CDS.

## **5.6 Own Fund**

The contribution from the surplus of own fund to the plan would be reckoned as not more than 10% above the amount actually made available for the plan projects during previous year as certified by the Secretary. However, if the local governments feel that they have more surplus funds to be used for the plan, they should give attested accounts for the previous year certified by the Secretary. This should cover revenues from Own Taxes, Own Non-tax revenues and General Purpose Grants (even if the amounts have not been actually received from Government) and exclude all dues for various purposes which remain unpaid. This is to avoid over estimation of contributions from local governments leading to plans, which are unimplementable.

## **6. PREPARATORY PHASE**

### **6.1 Step 1 - Reconstitution of Working Groups**

6.1.1 Working Groups have already been constituted by local governments for different sectors/areas of development. The following Working Groups are mandatory for the remaining portion of the Tenth Five Year Plan.

- (1) Watershed Management including agriculture and allied sectors.
- (2) Animal Husbandry and related sectors
- (3) Local Economic Development other than agriculture including local industries, facilitation of private and community investment.
- (4) Poverty Reduction.
- (5) Development of Scheduled Castes
- (6) Development of Women and Children
- (7) Health, Water Supply and Sanitation
- (8) Education
- (9) Infrastructure
- (10) Social Security including care of the aged and disabled

In addition for all local governments having allocation under Tribal Sub Plan a separate Working Group for Development of Scheduled Tribes should be set up.

6.1.2 The above Working Groups are mandatory. More Working Groups would be needed at Block Panchayat, District Panchayat, Municipality and Corporation

levels. Local Governments including Village panchayats are free to constitute as many Working Groups as may be required depending on availability of experts.

6.1.3. Each Working Group should be headed by an elected member and the Working Group on development of Scheduled Castes should be headed by an SC Member and the Working Group for Women and Children by a lady member. The Working Group on Anti Poverty Sub Plan should be headed by the Chairperson himself. A known expert in the sector concerned should be nominated as the Vice-Chairman of the Working Group. The Convener of the Working Group should be the senior most official transferred to the local government in that sector. The suggestive list of Conveners for different Working Groups for different tiers is given in Annexure - 2

6.1.4 In spite of clear instructions it is seen that Working Groups have not been properly constituted in a large number of local governments. Therefore the Convener should prepare a panel of experts available in the locality. If experts from outside the local government jurisdiction are willing to work voluntarily in the Working Group they may also be included in the panel. Experts should be identified from among 'model' practitioners, professionals, those showing interest and activism in the sector and from among academically qualified people. These persons can be identified from Government/Public Sector (serving or retired), NGOs, private establishments and outstanding individuals. The local governments should consider the panel prepared by the Convener of the Working Group and further improve on it.

6.1.5 At least one member of the Kudumbashree CDS should be included in all the Working Groups and in the case of Working Groups on Poverty Reduction, Development of Women and Children, Development of Scheduled Castes at least two members of the CDS have to be included. SC Promoters should be nominated to all Groups and at least three of them to the Group on Development of Scheduled Castes.

6.1.6 The Working Group would have the power to co-opt members as well as set up Task Forces to perform assigned functions.

6.1.7 The Working Group should meet as frequently as possible and keep a brief record of its deliberations. The quorum for the meetings shall be four including the mandatory presence of the Convener. The functions of the Working Group are:



- (1) Analysis of the development sector / area assigned to the Working Group with reference to available data and additional data generated specifically for the purpose.
- (2) Analysis of the performance during the first two years of the Tenth Five Year Plan.
- (3) Reappraisal of the schemes originally prepared under Annual Plan 2004-05 as part of the Five Year Plan which was finalised in 2002.
- (4) Detailing of such schemes and modification of such schemes wherever required.
- (5) Identification of spillover projects.
- (6) Preparation of draft project proposals in the format prescribed for the purpose.
- (7) Any other task assigned by the DPC or the local government concerned.

6.1.8 The Working Group should take care of cross-sectoral issues especially in poverty reduction, plan for special groups like Scheduled Castes, Women, Disabled, Children, Aged etc. Each Working Group should identify the anti-poverty component of its subject and intimate the working group for Poverty Reduction which should consolidate the proposals.

6.1.9 It should be ensured that representatives of banks participate in the Working Group on Watershed Management as well as on Local Economic Development.

## **6.2 Step 2 - Filling up of Gaps**

As part of the Tenth Five Year Plan local governments were asked to do the following:

- (1) Prepare a Vision Document.
- (2) Update the Development Report and print it.
- (3) Prepare a Reform Plan.
- (4) Prepare a Benefits Register.

It is seen that many local governments have not implemented the suggestions. Therefore it is mandatory for all local governments to publish their Vision Document, update Development Report and Reform Plan as three separate documents and submit along with the Plan to the DPC with three copies of each. The Benefits Register should be kept ready in the local government for inspection by the Performance Audit Team.

## **6.3 Step 3 - Establishing Linkage with Banks**

In order to establish a strong linkage with nationalized banks, scheduled banks and co-operative banks the District Collector should hold a special meeting of the District level Bankers Committee to which the DPC Chairperson and the heads of urban local governments are specially invited. The Potential Linked

Credit Plan prepared by NABARD should be discussed in detail and broad areas for infrastructure development and economic development identified. The DLBC should also lay down a time table for Block Level Bankers Committee meetings to which all Presidents of Village and Block Panchayats, Officers of the Village and Block Panchayat belonging to the Agriculture, Animal Husbandry, Fisheries, and Social Welfare Departments are invited along with officers in charge of Kudumbashree and other anti-poverty programmes. This full-day meeting should come out with clear project suggestions for each Village Panchayat as well as for the Block Panchayat.

## **7. PLANNING PHASE**

### **7.1 Step 1 - Preparation of Working Group Reports**

7.1.1 As the first step the Convener of the Working Group should prepare a detailed note for discussion and circulate it at the first meeting. A copy of the note should be retained by the Convener and another copy sent to the District level officer of concerned Department. The note for discussion should contain the following points:

- (a) Status of the sector with relevant data.
- (b) Issues affecting the sector
- (c) Efforts during the Ninth Plan and first two years of the Tenth Plan for tackling the issues.
- (d) Assessment of the efforts with reasons for success and failure.
- (e) Suggestions for continuation of schemes including spillover schemes.
- (f) Suggestions for retention of original schemes of the Five Year Plan and for new schemes.
- (g) Resources required for new schemes, which are not in the approved Five Year Plan.

7.1.2 The Working Group should hold detailed consultations with various stakeholders in that sector and produce draft proposals clearly indicating the priorities and giving the reasons for prioritization. While preparing the reports, the Working Groups should follow the general guidelines indicated earlier. The reports of the working group should contain the following chapters.

- (1) Description of the sector with data
- (2) Development efforts during the Ninth Plan and first two years of the Tenth Plan.
- (3) Successes and failures including physical and financial achievements
- (4) Existing problems, gaps, needs, possibilities.
- (5) Strategies for addressing them.
- (6) Note on spillover projects and their continuation.

- (7) Appraisal of projects in the already prepared Five Year Plan for the year 2003-04 and suggestions for change, dropping etc.
- (8) Draft project proposals including criteria for identification of location, identification of beneficiaries and prioritization of eligible beneficiaries.
- (9) Resource requirements and sources including possible contribution from the people.

These reports should be considered by the local governments and adopted for discussion in Grama Sabhas/Ward Sabhas and other fora.

### **7.1.3 Sector-wise Guidelines**

The sector-wise guidelines are reiterated as follows:

#### **(a) Agriculture, Allied Sectors and Water Conservation**

- (i) The plan should be based on the watershed approach. It should be ensured that, instead of proposing different sectoral schemes within a watershed area in a mechanical way, the watershed processes need to be identified and a logical sequence of development interventions arrived at. Only schemes appropriate to a particular stage of watershed management should be taken up at that stage. This applies to soil protection, water conservation/ recharging, bio-mass production with the appropriate changes in cropping pattern and cropping intensity, addition of livestock in keeping with increased availability of bio-mass, utilization of surplus water etc.
- (ii) During the Ninth Plan preliminary steps for preparation of block level watershed master plans had been taken. The delineation of all micro watersheds each covering an area of around 500 hectares and the preparation of block level appraisal reports have been completed. The work to be done are: –
  - (1) Delineation of watershed boundaries on 1: 4000 scale maps
  - (2) Preparation of development reports for each micro watershed
  - (3) Preparation of action plan for each micro watershed.

These have to be completed before finalization of the Annual Plan 2004-05 by local governments. Thereafter all these have to be integrated into block level master plan for watershed development.

- (iii) In all Village Panchayats where Panchayat Resource Maps are ready, they should be used for planning purposes.
- (iv) Local governments have to give special importance to local irrigation projects. While new schemes could come up linked to watershed

development, priority has to be accorded for rehabilitation of existing schemes which would result in increased water availability for agriculture.

- (v) The District Panchayats should prepare clear development plans for the agriculture and animal husbandry farms which have been transferred to them. What is required is a revolving fund approach so that the returns from such investment can sustain future investments.
- (vi) Village Panchayats, Municipalities and Corporations would prepare a detailed action plan for rejuvenation/rehabilitation of local water sources like ponds, tanks, construction of new water storage and water harvesting structures in accordance with the watershed approach. In rural areas the larger works may be posed to Block Panchayats and District Panchayats for taking up in their plan. At the end of the preparation process for Annual Plan 2004-05 a comprehensive and time bound action plan for water conservation should be there for each local government so that the district plan can be put together.

**(b) Poverty Reduction**

- (i) A sustainable attempt at reducing poverty through local economic development is necessary. The gains of Kudumbashree have to be consolidated. Experience shows that inspite of enhanced flow of funds to the poor due to decentralisation, the benefits have not always reached the poorest among them, who are the destitutes. Their needs and problems have to be addressed separately, differently and directly.
- (ii) Basically the strategy for poverty reduction should focus on the following:-
  - (1) Provision of essential infrastructure for the family like housing and sanitation on the Anthodaya Approach.
  - (2) Provision of facilities like water supply and electricity for the poor as a group.
  - (3) Improving access to health and education and enhancing the quality of these services as available to the poor.
  - (4) Promoting local economic development which will generate wage employment to the poor.
  - (5) Promoting micro enterprises exclusively for the poor, especially group enterprises.
  - (6) Building the skill and capacity of the poor to access the job market as well as to enable them to take up self employment.

- (7) Provide a package of care measures and services for the poorest of the poor.

**(c) Development of Scheduled Castes**

- (1) Two third of resources under Special Component Plan is spent by local governments. It is seen that there is no integrated planning and most of the schemes are stereotyped dole-outs. Therefore, it is necessary to understand the socio-economic situation of the Scheduled Castes holistically and plan for their overall development.
- (2) Now the practice is to identify separate schemes for scheduled castes and group them under SCP. This practice needs to be reversed. Based on data particularly from the BPL Survey and the survey done by the SC Social Activists / Promoters, the Working Group on Development of Scheduled Castes is to draw up a plan after due consultations with the stakeholders in which the SC promoters have to play an active role.
- (3) For infrastructure development SC habitations may be identified based on clustering of SC houses numbering not less than 10. In addition to the existing list, local governments are free to identify more such habitations if they satisfy the eligibility condition of 10 households existing as an identifiable cluster.
- (4) The SCP should not end up as an expenditure oriented plan. It should follow a family based Antyodaya approach. In addition to giving of benefits it should focus on accessing of existing entitlements of SCs like educational concessions, reservations etc.
- (5) If SC promoters are not available in sufficient number they should be nominated to the Working Group on Development Scheduled Castes and simultaneously asked to attend as many meetings of other Working Groups as possible particularly those relating to poverty reduction and women's development.
- (6) While preparing the social maps the SC promoters should compulsorily be involved. A copy of the social map should be given to the Area Development Society at the ward level.
- (7) The projects that are included in SCP should be such that they would directly benefit the members of SC community. Notional flow of benefits to SCP is not permissible. The provision under SCP should not be diverted

even for schemes benefiting tribals. The District Level Committee for SC Development shall have the power to monitor the implementation of the schemes by local governments.

- (8) Under SCP, schemes can be categorized into two: The first category consists of beneficiary oriented schemes which may cover individuals (eg. Self-employment) families (eg. House, land) or groups (eg. Development of Women and Children in Urban Areas - DWCUA). In such cases all the beneficiaries should belong to the SCs, and unless specifically exempted, should be from below poverty line.
- (9) The second category of schemes would be infrastructure development schemes in which case the majority of the beneficiaries should belong to Scheduled Castes. While taking up community activities and infrastructure development works, it should be ensured that more than 50% of the beneficiaries are people belonging to the Scheduled Castes. In the case of area development schemes like watershed management, irrigation etc., the number of families should not be the criteria. More than 50% of the area benefited should belong to the SCs. All proposals for infrastructure should contain a socialmap showing the households benefited with SC households being marked separately and certificate from an officer of SC Department or an authorised sub-committee formed by the local government that the schemes are in accordance with the guidelines and that the majority of its beneficiaries are Scheduled Castes. If the certificate is issued by the Sub Committee, an officer of the SC Development Department should be a member.
- (10) Schemes not benefiting SCs, should not be taken up utilizing provision under SCP. If it is found that schemes not benefiting SCs as per the guidelines have been taken up, the person or group responsible for certifying the scheme will be liable for being charged with mis-utilisation of funds and the person or group is liable to make good the amount so misutilised.

**(d) Plan for Special Groups consisting of Children, Aged and the Disabled**

This may be prepared in three sub-sections – one for each of the three special groups. Their specific problems may be identified and addressed through projects. Only schemes directly benefiting the groups with

preference for people below poverty line may be taken up. However, providing teaching aids, baby-friendly toilets and playthings in Anganwadis could be included. Special facilities for the aged and disabled in public places and aids to the disabled can be provided by this component. Strengthening of public institutions meant for these groups may be given preference.

**(e) Women component Plan**

The Women Component Plan should focus on the gender needs of women especially those below poverty line. The CDS system and other women groups and NGOs actively involved in the formulation of the Women Component Plan. Setting up of micro enterprises of women and providing minimum needs assets to widow headed families can be taken up under this component. Revolving fund to CDS linked to their thrift is also possible. Local governments may take up detailed studies on the status of women within their area under this component.

**(f) Integrated Child Development Scheme**

The gaps in infrastructure and equipment available in the Anganwadi network may be identified and filled up in a phased manner. The quality of nutrition and pre-primary education may be enhanced. Special nutrition has to be provided to children in the age group 0 – 3 and adolescent girls.

**(g) Health**

In the health sector a comprehensive assessment of health needs has to be made and a plan prepared to improve the quality of health services to the people. This plan would require more of management measures than investment. In the case of health infrastructure the existing level and the minimum required standard need be noted and the gap filled in a phased manner according to resource availability and the priority assigned by the local governments. This fact should be clearly stated in the Annual Plan document of the local governments and discussed in the Grama Sabhas/Ward Sabhas and other fora.

**(h) Education and Sports**

- (i) The same process as in the health sector may be followed. The focus should be on improving quality of education. Monitorable targets like

attainment of minimum levels of learning and improved performance in SSLC and Higher Secondary examinations need to be developed.

- (ii) Community based remedial coaching through the CDS system may be tried out in the case of students below poverty line in co-ordination with Kudumbashree.
- (iii) Development of sports is also to be taken up through creation of facilities.

**(i) Roads**

A road map may be prepared showing the roads under the control of the particular local government according to their type. The roads taken up for development during the Ninth Plan and the first two years of the Tenth Plan may be noted in the road map with a specific colour. Norms for prioritization of roads may be discussed and based on the norms a road development plan may be prepared. The year-wise development plan may be noted on the map in different colours for each of the next three years.

**(j) Electricity**

The same process as in the case of roads may be followed. Before finalizing the plan the opinion of the local Electricity Board office on the feasibility of the plan especially in relation to availability of power may be obtained.

**(k) Water Supply**

A map of the local government may be prepared showing availability of safe drinking water with separate demarcation of areas with full coverage, partial coverage and nil coverage (Coverage means coverage with safe drinking water whatever be the source). A plan for total coverage in phases needs to be prepared. Also a plan for taking over of single-Village Panchayat rural water supply schemes from KWA by the Village Panchayat concerned has to be got ready.

**(l) Solid Waste Management**

- (i) All Urban Local Governments and Village Panchayats, which have Block/Taluk/District Headquarters in them, should compulsorily prepare a solid waste management plan, which has the following components.
  - (1) Assessment of waste generated locality-wise.
  - (2) System for segregating waste at the household level.
  - (3) Arrangements for collecting waste from the households.
  - (4) Arrangements for transport of the waste to the nearest site for treatment.



- (ii) Technical assistance if any required by the Village Panchayat, Municipality or Corporation would be provided by the Clean Kerala Mission.

**(m) Spatial Planning**

All Local Governments may give emphasis for spatial planning following the suggestions given below:-

- (i) The draft project proposals of the working groups may use spatial planning technique for identifying location of projects especially infrastructure.
- (ii) An integrated document on spatial issues may be prepared based on the draft proposals of all working groups in a Local Government. The document should highlight the development needs of the Local Government and give emphasis for their priorities.
- (iii) It is desirable to constitute a Spatial Integration Committee at each Local Government with representatives of all working groups for preparing the document on spatial issues.
- (iv) District Town Planner / a Technical Officer in the Town Planning Department/ an officer specially trained in spatial planning may be nominated as convener of the Spatial Integration Committee.
- (v) This Document may be placed in the Development Seminar for discussion.
- (vi) Pilot projects for spatial planning in selected Village Panchayats and Urban Local Governments shall be prepared. The Village Panchayats and Urban Local Governments for preparing the pilot projects shall be selected by the District Planning Committee from among volunteers.
- (vii) The training for preparation of the documents in all Local Governments should be given by the District Town Planner concerned.

**7.2 Step 2 - Meeting of Grama Sabha/Ward Sabha**

7.2.1 It is necessary to increase the attendance in Grama Sabhas to at least 25% and Ward Sabhas to at least 20%. It is important that every socio economic section is properly represented. The following steps are suggested to be carried out on a campaign mode.

- (a) Determination of dates in advance by the local governments.

- (b) Printing of invitation notices and distributing them with each notice summarising the responsibilities of Grama Sabha/Ward Sabha in Plan formulation.
- (c) Display of fixed notices in public places
- (d) Contact of 'interest' groups through officers and elected members.
- (e) Information through representative organisations.
- (f) Special publicity through schools, anganwadis and co-operatives.
- (g) Special efforts through NGOs, libraries, and co-operatives.
- (h) Mobilization through SHGs/NHGs/SC/ST promoters.
- (i) Campaign through National Service Scheme volunteers, NCC cadets and College students on social work placement.
- (j) House visits through squad work.

7.2.2 Each Grama Sabha/Ward Sabha should have two facilitators one male and one female identified unanimously from among the Working Group Members by the concerned local government. These facilitators are to be trained at the Block/Municipal levels.

7.2.3 As soon as the Working Group reports are ready, the Grama Sabha/Ward Sabha shall meet. The meetings would be structured as follows:

- (a) A plenary session of about half an hour in which the role of Grama Sabha/Ward Sabha in plan preparation is clearly explained by the facilitators, and a general review of the first two years of the Tenth Plan made. The draft proposals of the working groups would be printed and circulated in the meeting along with the annual accounts for 2003-2004.
- (b) After the plenary session break out groups may be formed to cover as many sectors as possible. Groups to cover the sectors for which Working Groups are constituted should mandatorily be there. The group should discuss the Working Group suggestions in detail after presentation by a member of the Working Group who will record the discussions. The tackling of development issues by the people and by the local government has to be clearly discussed and a consensus arrived at. The Grama Sabha/Ward Sabha sub-groups should come out with norms for prioritization among sectors and within sectors and applying the norms, fix the priorities.
- (c) Then there could be a closing plenary session where the minutes of the break out groups are summed up. This could be done by the facilitators. A general consensus on priorities may be arrived at and recorded.

7.2.4 The following records shall be meticulously collected and maintained by the Secretary of the local government.

- (a) Photographs
- (b) Attendance register showing details like House No., address, age, whether male or female, whether belonging to SC, whether belonging to ST, occupation etc.
- (c) Record of discussions of breakout groups
- (d) Recommendations of the Grama Sabha/Ward Sabha as a whole.

### **7.2.5 Special Procedure for Block Panchayats and District Panchayats**

The Block Panchayats should hold a meeting of all elected local government members of the three tiers of Panchayat from within its jurisdiction and carry out a detailed consultation exercise as above. In the case of District Panchayats a meeting of all Village Panchayat Presidents, all elected members of the District and Block Panchayats may be held and a similar exercise may be undertaken. The procedures followed for Grama Sabha/Ward Sabha meetings would mutatis mutandis apply to these consultations.

### **7.3 Step 3 - Strategy setting**

7.3.1 The local government should consider the suggestions coming from the Grama Sabha/Ward Sabha along with the Working Group reports and finalise the draft document for discussion which sets out clearly its vision for the development of the area, priorities and the strategies which it intends to follow and the suggested projects. Then as the next step the local government should hold a series of group consultations with key stakeholders like farmers, traders, industrialists, the labour, the poor and the academics and professionals on the basis of the discussion document. Thereafter a one day Development Seminar should be held which is attended by all elected members, transferred officers and other members of the Working Groups, two representatives each of Grama Sabha in the case of Village Panchayat (one male and one female), representatives of important groups of stakeholders, experts in development and representatives of DLBC or BLBC, as the case may be. The draft plan would be printed and circulated for discussion. This should be a one-day meeting and it should finalize the strategies and prioritize the development projects.

7.3.2 The methodology for conducting the development seminar would be the same as that for Grama Sabha/Ward Sabha. There will be plenary session in which the draft Annual Plan is explained. Thereafter breakout groups at least for the

sectors for which Working Groups are there would go into detailed discussion and the plenary session shall integrate the recommendations. The following records of the development seminar are to be maintained.

- (a) Photographs
- (b) Attendance Register showing details like house No., address, age, whether male or female, whether belonging to SC, whether belonging to ST, occupation etc.
- (c) Record of discussions of breakout groups
- (d) Recommendations of the Seminar.

#### **7.4 Step 4 – Projectization**

7.4.1 Based on the suggestions of the Grama Sabha/Ward Sabha, consultation with stakeholders and the development seminar, the Working Groups would revise the development projects. Approximate total fund available for sector/sub-sector would be decided by the local government and indicated to the Working Groups. Certain general points need be followed.

##### **7.4.2 Subsidy norms**

- (i) Subsidy is given to encourage investment by the beneficiaries. In the case of productive sector, subsidy should consciously be used to encourage complementary or supplementary investment for activities by the beneficiaries. Therefore, as far as possible, all subsidies should be made part of integrated programmes with provisions for the beneficiary contribution or activity. Maximum rates of subsidy allowable is as follows:

<i>Sl. No</i>	<i>Item/Sector</i>	<i>Category</i>	<i>Subsidy Rate</i>	<i>Norms</i>
(1)	(2)	(3)	(4)	(5)
1.	Fertilizer including bio-fertilizer and manure **	General/SC/ST	50%	Only for marginal farmers (means farmers owning one hectare or less) and small farmers (means farmers who own between 1 and 2 hectares). Subsidy can be given only as a component of a larger integrated production improvement project. There shall not be any scheme for fertilizer distribution alone. Subsidy should not be paid in cash to individuals or families.

(1)	(2)	(3)	(4)	(5)
2.	Pesticides including bio-pesticides. **	General/SC/ST	50%	Only for marginal farmers. Subsidy can be given only as a component of a larger integrated production improvement project. There shall not be any scheme for pesticide distribution alone. Subsidy should not be paid in cash to individuals or families
3.	Vegetable seeds, paddy seeds and seedlings **	General/SC/ST	100 %	Only for marginal farmers. Subsidy should not be paid in cash to individuals or families. Subsidy can be given only as a component of a larger integrated production improvement project.
4.	Other seeds and seedlings **	General/SC/ST	50 %	Only for marginal farmers. Subsidy should not be paid in cash to individuals or families. Subsidy can be given only as a component of a larger integrated production improvement project.
5.	Pump sets, sprayers and other agricultural implements **	General	50%	Only for marginal farmers. The unit cost would be as fixed by NABARD. Subsidy can be given only as a component of a larger integrated production improvement project. Subsidy should not be paid as cash.
6.	Pump sets, sprayers and other agricultural implements **	SC/ST	75%	Only for marginal farmers. The unit cost would be as fixed by NABARD. Subsidy can be given only as component of a larger integrated production improvement project. No payment in cash to beneficiaries.

(1)	(2)	(3)	(4)	(5)
7.	Tractors, tillers and other agricultural machinery **	General/SC/ST	100%	Only to farmers' co-operatives and registered 'Padasekara Samithis' An agreement should be signed with them that it will be put to common use and will be promptly maintained. Subsidy can be given only as a component of a larger integrated production improvement project.
8.	Cutting of coconut trees affected by disease	General/SC/ST	Subsidy rate as provided by the Agriculture Department	Only marginal farmers are eligible for this subsidy There should be a system of marking of trees affected by disease by a committee which includes the Agricultural Officer and payment should be made after verification.
9.	Soil Conservation	General/SC/ST	Rs.7500 per ha. (WGDP rate)	Beneficiary contribution not necessary. WGDP guidelines are applicable.
10.	Fisheries Schemes	General/SC/ST	Subsidy Rate as provided by the Fisheries Department	The subsidy limits and family income fixed by the Fisheries Department would apply.
11.	Animal Husbandry Schemes	General/SC/ST	SGSY / SJSRY rates and norms	The percentage and amount of subsidy would be as per SGSY pattern in rural areas and SJSRY pattern in urban areas for family and individual schemes. The unit cost should be as fixed by NABARD from time to time.
12.	Kamadhenu Insurance	General/ SC/ST	Rate fixed by the Animal Husbandry Department	Only for BPL families Procedure fixed by the Animal Husbandry Department should be followed.

(1)	(2)	(3)	(4)	(5)
13.	Roof water harvesting	General/SC/ ST	50% of the cost up to Rs.5000	Only for families below BPL only Unit cost to be fixed by District Level Technical Committee.
14.	Wells (Irrigation and Drinking Water)	General/SC/ ST	100%	Only for families below poverty line. The unit cost would be fixed by the DLTC.
15.	Wells	APL families but marginal farmers	50%	Only to APL marginal farmers The unit cost would be fixed by the DLTC.
16.	Renovation of wells (drinking water) Conversion of Open Draw wells into sanitary wells.	General/SC/ ST	Rs. 2000	Only to families below poverty line. This subsidy can be given for sanitizing wells as per the guidelines of the Kerala Total Sanitation and Health Mission which includes plastering the inside areas, construction of parapet wall and platform, construction of drains, provision of protective net etc.
17.	House	General	Rs. 35000.	Only to families below poverty line In the case of IAY, the Block Panchayats have to meet the gap required to increase the cost upto Rs.35,000.
18.	House	SC	Rs. 50,000	Only for families below poverty line Houses should have a minimum plinth area of 325 sq.ft. In the case of IAY, the Block Panchayats have to meet the gap required to increase the cost upto Rs.50,000.

(1)	(2)	(3)	(4)	(5)
19.	House	ST	Rs.75,000	<p>Only for families below poverty line</p> <p>Houses should have a minimum plinth area of 300 sq.ft.</p> <p>In the case of IAY, the Block Panchayats have to meet the gap required to increase the cost upto Rs.75,000.</p> <p>Construction through accredited agencies only.</p>
20.	Shelter Upgradation (changing of roof to make it pucca) – including houses under OLH schemes	General/SC	Rs. 7,500	<p>Only for families below poverty line</p> <p>Cash doles should not be given.</p> <p>Estimate should be prepared for each repair work</p> <p>Work should preferably be executed through NHGs/ ADS at Ward levels.</p>
21.	Shelter Upgradation (changing of roof to make it pucca) – including houses under OLH schemes	ST	Rs. 9,000	<p>Only for families below poverty line</p> <p>Cash doles should not be given.</p> <p>Estimate should be prepared for each repair work</p> <p>Work should preferably be executed through NHGs/ ADS at Ward levels.</p>
22.	Repair of houses (including houses under OLH schemes)	SC/ST only	Rs.10,000	<p>Only for families below poverty line</p> <p>Work should preferably be executed through ADS/ CDS.</p>
23.	Renovation/repair of houses under 'One Lakh Housing' Scheme	General	Rs. 5000	<p>Only for families below poverty line</p> <p>If existing houses cannot be repaired, new houses may be taken up provided the household is eligible as per the priority list of the local government.</p>



(1)	(2)	(3)	(4)	(5)
24.	Wiring of Houses	General/SC/ ST	Rs. 1000	Only for families below poverty line Estimate should be prepared.
25.	Sanitary Unit	General/SC	Rs. 2000	Only for families below poverty line A sanitary unit should have a system for disposal of waste water in soak pits, organic waste in compost pits and a twin pit sanitary latrine. Only beneficiaries who are willing to take up the compost unit should be assisted and given the full subsidy. In the districts where Total Sanitation Projects are under implementation, local governments can contribute the gap required to make it as Rs.2000.
26.	Sanitary Unit	ST	Rs. 3500	Only for families below poverty line A sanitary unit should have a system for disposal of waste water in soak pits, organic waste in compost pits and a twin pit sanitary latrine. Only beneficiaries who are willing to take up the compost unit should be assisted and given the full subsidy. In the districts where Total Sanitation Projects are under implementation, local governments can contribute the gap required to make it as Rs.3500.

(1)	(2)	(3)	(4)	(5)
27.	Assets for self-employment	General/SC/ST	SGSY, SJSRY rates and norms	Only for families below poverty line In rural areas SGSY pattern should be followed. In urban areas SJSRY pattern should be followed.
28.	Auto-rickshaw/Pick-up Auto	General	Rs.10,000	Only for families below poverty line. Invariably the scheme should be linked to institutional finance. Payment should be as back-end subsidy to the bank concerned.
29.	Auto-rickshaw/Pick-up Auto	SC/ST	Rs.20,000	Only for families below poverty line Invariably the scheme should be linked to institutional finance Payment should be as back-end subsidy to the bank concerned.
30.	Assistance for marriage	SC	Rs. 5000	Only for families below poverty line. Only Village Panchayats and Municipalities/Corporations can undertake this scheme.

\*\* *Item Nos. 1 to 7 may be provided to NHGs of Kudumbashree for taking up lease-land cultivation.*

(ii) In order to assist the physically and mentally challenged people it is permissible to provide the following items free of cost to the eligible people below poverty line.

*(a) For the physically handicapped*

- (1) Surgical shoes/ankle boots/moulded shoes/specially made leather chappals according to required measurements/micro cellular chappals with rubber sole/accommodative foot wears.
- (2) Orthotic equipments/different kinds of corrective shoes
- (3) Artificial limbs/different kinds of legs, hands etc.
- (4) Walking aids/ different kinds of crutches, walkers

(5) Lumbar Corset/ Spinal Brace/ Jacket/ Knee Brace/ Static or Dynamic Splints/Wheel Chair/Tri Cycles run by hand or by motor.

*(b) For the hearing impaired*

Hearing aids

*(c) For the mentally challenged*

- (1) Items that are given to physically handicapped as required.
- (2) Tri cycles and wheel chairs made according to the health condition of the person concerned.

*(d) For the vision impaired*

- (1) Special equipments for movement, white cane
- (2) Hand held stand magnifiers with and without light, speech synthesizers, Braille attachments necessary for computers.
- (3) Braille attachment which is connected to telephone for vision impaired and hearing impaired.
- (4) Equipments to help braille writing – short hand Braille machine, Braille type writer for students who have passed 10<sup>th</sup> talking calculators, raised map globes etc.
- (5) Special study aids.

(e) Cost per unit of the above mentioned aids and their procurement would be as per the existing guidelines of the Health department.

(iii) Local Governments may promote projects for mulberry cultivation and cocoon production for which technical support and financial assistance would be extended by the Kerala State Sericulture Cooperative Federation (Serifed). The objective is to implement the scheme in Village Panchayats showing the required potential identified by the Serifed.

- (a) The project for planting 5000 mulberry saplings in one standard acre would be the appropriate unit. However projects for cultivation in 25 cents/50 cents/ one acre may also be considered.
- (b) The project need be taken up only by the Village Panchayats having the scope to raise mulberry cultivation in a minimum area of 10 acres.
- (c) Village Panchayats can give subsidy from their plan grant subject to a ceiling of Rs. 12,500 per beneficiary for raising mulberry to the extent of a minimum of one standard acre (5000 plants). In case the

area of cultivation by a beneficiary is below one standard acre, the subsidy rate can be reduced proportionate to the number of plants. Only farmers who produce 100 Kg of cocoons per acre (or proportion thereof) will be eligible for subsidy. The maximum subsidy to be given by Village Panchayat is as follows:-

<i>Item</i>	<i>Amount (Rs.)</i>
(a) Equipment for cocoon production (Capacity 200 DFL)	7500
(b) Construction of shed for cocoon production (Floor Area : 800 sq. ft.)	5000
Total subsidy from Village Panchayat	12,500

In addition, the Central Silk Board and the Serified would give Rs. 15,185 each as subsidy.

- (d) The subsidy is limited only to small and marginal farmers both individuals and members of cooperative societies. Small and marginal farmers who cultivate mulberry in own or leased land will be eligible for the subsidy from Village Panchayats.
- (e) The subsidy from the Village Panchayat will be released only after cocoon production is started.
- (f) Mulberry cultivation and cocoon production should be in accordance with the technical advice from Serified. The subsidy would be released only on the basis of certificate from the implementing officer designated by Serified.

*(iv) House-cum- Workshed construction under Handicrafts Sector*

Village Panchayats and Urban Local Governments can undertake the Centrally Sponsored Scheme for construction of House-Cum-Workshed for workers in the handicrafts sector belonging to BPL families. Details are given below:-.

- (a) The House-cum-Workshed for handcrafts workers is a centrally sponsored scheme which would be implemented through financial assistance from Central and State Governments, Local Governments and beneficiaries.
- (b) The unit cost of a house-cum-workshed would be Rs. 40,000 in rural areas and Rs. 50,000 in urban areas. The funding pattern would be as indicated below:-

<i>Sources</i>	<i>(Amount Rs.)</i>	
	<i>Rural</i>	<i>Urban</i>
1. Subsidy		
(a) Central share	16,500	18,750
(b) State share	5500	6250
(c) Share of Local Government	15,000	20,000
<i>Sub Total (1)</i>	<i>37,000</i>	<i>45,000</i>
2. Beneficiary Contribution	3000	5000
<b>Total (1+2)</b>	<b>40,000</b>	<b>50,000</b>

- (c) The selection of beneficiaries would be through the Grama Sabhas/Ward Sabhas in accordance with the criteria laid down by Government of India. The list of beneficiaries selected in the Grama Sabha/Ward Sabhas would be furnished to the General Manager, District Industries Centres, who would forward the list to the Director, Handloom and Textiles.
- (d) On approval by the Director of Handlooms and Textiles the amount under the central and state subsidy would be transferred to the Local Government concerned for implementation of the scheme with their share and beneficiary contribution.
- (v) *Special Livestock Breeding Programme:-* Village Panchayats and urban local governments may contribute the subsidy from their plan grant to the beneficiaries of Special Livestock Breeding Programme.
- (a) The funding pattern per unit should be at the rate of Rs. 3250 by State Government, Rs. 3250 by local Government and Rs. 6500 by beneficiaries.
- (b) The subsidy from the local government should be initially limited only to BPL families of general sector as well as SC / ST beneficiaries. If the coverage is achieved, the benefits of the scheme can be extended to APL families with prior approval of Government.
- (c) The selection of beneficiaries under the scheme should be strictly in accordance with the norms and procedure laid down for selection of individual beneficiaries by local governments.
- (d) Initially the State Government should release the subsidy to the Veterinary Surgeon (implementing officer) under intimation to the local government concerned. Thereafter, the local government would transfer its share to the implementing officer.

(vi) Village Panchayats, Municipalities and Corporations can undertake projects under general sector for rabbies eradication and control of stray dogs. The operational details of the programme are given below:

- (a) Conduct rabbies eradication awareness campaign
- (b) Assess the number of dogs in the locality which require vaccination
- (c) Issue bulk order for purchase of vaccine according to the actual requirement
- (d) Identify social workers to carry out the campaign and give them training under Kudumbashree and Kerala Total Sanitation and Health Mission. The trained persons may be designated as "authorised consultants" for implementing the programme.
- (e) The actual cost of vaccine required for the domestic dogs of BPL families may be given as subsidy from the plan grant. The cost of vaccine required for domestic dogs of APL families may be recovered from the concerned and remitted as revenue of the local government. However, the expenses for vaccinating the stray animals can be met from plan grant.
- (f) The expenses for training of volunteers, organizing campaign etc can also be met from plan grant.

(vii) *Computer Training Programme*

- (a) Local Governments may conduct training courses for eligible beneficiaries belonging to BPL families as per the details given below:-

<i>Course &amp; Agency</i>	<i>Duration</i>	<i>Fee (Rs.)</i>
1. Course on Computer Concepts (CCC) by Department of Information Technology	80 Hours	3500
2. Computer Awareness Programme (CAP) by Computer Maintenance Corporation	84 Hours	3500
3. Certificate in Office Automation (C-DAC-PACE) by Centre for Advanced Computing	60 ,,	2000
4. Competence in Software Technology – E Level (CST E level) by NEST	36 ,,	2749
5. SWIFT- Employees (SWIFT) by NIIT	22 ,,	749
6. Vidya by APTECH	22 ,,	999

- (b) It should be ensured that the institute which offers courses mentioned above has the required facilities and qualified trainers as well as the required franchise.

(c) Other computer training courses can be taken up only with prior sanction from the State Level Course Committee set up for the purpose. This Committee consists of the following members:

- (i) Secretary to Government, Information Technology
- (ii) Secretary to Government, Planning
- (iii) Secretary to Government, Local Self Government
- (iv) Executive Mission Director, Information Kerala Mission
- (v) Director, Information Technology Mission
- (vi) Dr. Jayasanker, Professor (Retd.), Engineering College
- (vii) Representative, National Informatics Centre.

(d) Computer training programme for officials and elected representatives need not be conducted by the Local Governments directly.

(viii) *House sites for the poor*

(a) A conscious effort should be made to identify all the absolutely landless people. While doing so people who are likely to inherit land from their parents or spouse should not be included. First priority should be given to those who are poramboke dwellers especially on Railway poramboke and road poramboke and other poramboke where they can never get pattas.

(b) Land for houses can be purchased by local governments using plan funds for all categories of people below poverty line who do not have any house site. For this the land has to be identified by the Village Panchayat/Urban Local Government concerned and purchased at the price fixed by the District Collector. If the owner of the land is not willing to give his land at the price fixed by the District Collector, the local government can even give a solatium up to 30 % above the valuation fixed by the District Collector. For such decision, unanimous resolution of the local government would be necessary with specific reasons for the increase. District Panchayats and Block Panchayats can take up distribution of house sites only through Village Panchayats. For purchase of land the procedure laid down in G.O.(P) No. 18/98/LAD dt. 20-01-1998 has to be strictly adhered to.

(c) Though distribution of house sites can be made to all eligible people below poverty line as per the procedure described above, only in the case of SC/STs and destitute families identified under Ashraya local governments can subsidise purchase of house sites on their own by beneficiaries. Under

this scheme, for minimum 3 cents in rural areas and 1½ cents in urban areas subsidy to the tune of Rs. 19,500 in rural areas, Rs. 20,000 in Municipal areas and Rs. 25,000 in Corporation areas or actual value in the document whichever is less can be given as Demand Draft to the seller of the land.

(d) In the case of Municipalities and Corporations the plan grant earmarked for slum development can be used for rehabilitation of poramboke dwellers who do not have any land or who would not inherit land, even if they are not now living in notified slums.

#### **7.4.3 Restriction and Permission on subsidies and other items**

(a) Provision of subsidies for the following items to individuals and families is not allowed.

1. Pressure Cooker
2. Cooking Vessels/Storage Vessels
3. Furniture
4. TV/Radio/Mike sets/lamps/lanterns (except in the case of solar lanterns to SC/ST households in unelectrified areas).
5. Bags/Slippers/Shoes/Umbrellas etc.
6. Dress Items/Uniforms/Books
7. Cash Doles/Pensions/Donations/Advertisements
8. Grants for Treatment/Marriage/Funeral/Child Birth
9. Sewing Machine
10. Axe/Pick Axe/Shovel/Spade/Fork and other garden implements.
11. Agricultural Land
12. Interest subsidy
13. Wheel Barrow

} Permitted under TSP

This is an illustrative list and applies only to beneficiary oriented schemes either for an individual or a family. If the District Planning Committee feels that there are similar items, which would lead to mere distribution of funds, it may persuade the local governments to drop such projects. In case there is any dispute, the matter may be referred to Government for clarification.

(b) In view of the Information System network that is being planned by the Government for local governments, purchase of computer and software for the use of the local government can be made only with prior sanction of the Government. For provision of hardware and software for the IT@School project where Kudumbashree is not in a position to run it, the standards and specifications approved by government would have to be followed.



- (c) No salary can be paid from the plan grant. However, short duration honorarium or consultancy charges may be paid subject to a maximum of three months and it should in no way cause any commitment to long run salary expenditure of the local governments. Only exemption to this is the honorarium subject to a maximum of Rs.100 per month that may be paid to Anganwadi Workers and Rs.50 to Anganwadi Helpers for the services in mobilizing women in the Grama Sabhas/Ward Conventions and assisting the implementation of Kudumbashree Programme.
- (d) Vehicles can be purchased using Plan Grant only as per provisions of G.O.(MS) No. 169/2003/LSGD dt. 27-05-2003.
- (e) Assistance to Co-operatives and Charitable Societies, including those promoted or set-up by local governments cannot be provided using Plan Grant.
- (f) Plan grant/own fund should not be used for meeting the beneficiary contribution of Swajaladhara/Jalanidhi and other Water Supply projects.
- (g) The District Panchayats and Block Panchayats shall not take up projects for construction of foot bridges under general sector and Special Component Plan. However, construction of foot bridges and foot steps can be taken up under Tribal Sub Plan by them.
- (h) Local Governments shall not take up projects for installation of Sodium Vapour Lamps using plan grant.
- (i) In addition the following norms would apply.
- (1) For Group Economic Development Schemes, the subsidy pattern applicable for SGSY would apply in rural areas and those applicable to SJSRY would apply in urban areas (only to people below poverty line).
  - (2) In the case of water supply schemes beneficiary groups have to be formed of all families benefited and at least 10% of the capital contribution should be mobilized. There can be cross subsidies as decided by the community. The O&M responsibility should be taken up by the beneficiary group. The beneficiary contribution for water supply projects would be as 10% cash for general sector beneficiaries. In the case of SC/ST beneficiaries at least 2% of the contribution has to be in cash and the remaining portion as labour or in kind. However no beneficiary contribution would be required where the work is only for repairs or change of existing pipes or for completing a work started

during Ninth Five Year plan. Similarly beneficiary contribution of 10% is not compulsory in the case of public open draw wells which are used only as draw wells.

- (3) All irrigation schemes should have at least 10% of the capital cost contributed by the benefited farmers in proportion to the area under their possession. The farmers' groups should also undertake to carry out the operation and maintenance. The work has to be approved by the farmers' groups before it is implemented. The beneficiary contribution of 10% need be realized only at the time of completion of the project i.e., only 90 % of the bill need be paid to the Beneficiary Committee or to the Contractor. In the latter case the contract itself would specify that 10% of the cost would be paid to the contractor by the beneficiaries.
- (4) The mandatory provision of beneficiary contribution for water supply and irrigation projects should be collected in cash and remitted in the accounts of the local government before the agreement is executed with the beneficiary committee/implementing agency.
- (5) In all cases where beneficiary contribution has to be paid it has to be calculated on the total cost of the project even if it is an integrated project with other Centrally Sponsored or State Sponsored Schemes.
- (6) The maintenance and management costs of irrigation and water supply projects started and commissioned during the Ninth and Tenth Five Year Plan period should be met by the beneficiary group concerned.
- (7) For determining ayacut area of irrigation schemes certificate issued by the Agriculture Officer is sufficient.
- (8) For all house repair works if the Community Development Society (CDS) is unable to take up the repair works the Local Government can entrust the work to the individual beneficiaries. In such cases only valuation need be done and no detailed measurement is required.
- (9) Instead of subsidies, revolving funds may be given for farmers' groups and Padasekhara Samithies after clearly specifying the purposes for which revolving funds can be used.
- (10) Local governments may provide infrastructure for IT@school projects in government schools and for Copra/Pepper drying units and bio-fertilizer units of CDSs.

- (11) In the case of insurance schemes Local Governments may contribute only to schemes which are approved by Government. This applies to accident insurance, health insurance, livestock insurance etc.
- (12) Village Panchayats and Block Panchayats will include projects for legal literacy programme promoted by Kerala State Legal Services Authority for the students in IX<sup>th</sup> standard in Government High Schools. The actual expenditure shall be subject to a ceiling of Rs. 3000 per school, shared on the basis of 50:50 between the Village Panchayats and District Panchayat and may be met from the plan grant under general sector.
- (13) The District Panchayat shall as far as possible, take up works costing more than Rs. 5.00 lakh, but in certain unavoidable and emergency cases like completion and commissioning of a project started earlier or projects meant for combating drought / flood and other natural calamities, projects costing below Rs. 5.00 lakh can be taken up. In the case of projects for the repair, renovation, maintenance or additions to existing infrastructure and purchase of equipments to the institutions transferred to District Panchayat, this limit of Rs. 5 lakh is not applicable.
- (14) Soil conservation works which are not directly implemented by beneficiary and having estimate of more than Rs. 25,000 are to be tendered.
- (15) Water supply and toilet construction projects may be implemented by Local Governments in aided primary schools after covering all government schools.
- (16) When a multi-year project is implemented and completed in all respects ahead of schedule, the entire cost of the project can be paid on completion of the work without waiting for the elapse of entire gestation period envisaged in the project.
- (17) Local governments should not be allowed to take up unproductive schemes like awareness camps, campaigns, melas, tours etc. However, they may be allowed to conduct awareness camps to prevent diseases and to organize sales melas for products under SGSY, SJSRY, Kudumbashree etc.
- (18) Medical camps using Plan funds may be limited to remote tribal hamlets.

- (19) Local governments may purchase medicines from 'Oushadhi' and 'Ayurdhara' for Ayurvedic Hospitals/Dispensaries and from the Kerala State Homeopathic Co-operative Pharmacy Ltd., for the Homeopathic Hospitals/Dispensaries. In both these cases the rates applicable to the Department can be followed. Permission is also given for purchase of allopathic medicines. Detailed procedure will be prescribed later.
- (20) As Veterinary Polyclinics have been transferred to Block Panchayats, the Block Panchayats can take up projects for improving facilities in Veterinary Polyclinics.
- (21) Local governments can spend their plan grant for providing electricity for drinking water and irrigation projects and house connection to Scheduled Tribes under Own Your Electric Connection (OYEC) system. However, OYEC charges for house connections to others shall not be met from plan grant.
- (22) The Village Panchayats and Urban Local Governments can provide revolving fund only to Neighbourhood Groups/ADS/CDS of Kudumbashree, linked with specific projects. However, the local governments should not utilize their plan funds for distribution of working capital, loan etc to other types of Self Help Groups.
- (23) Local governments may provide office accommodation, furniture etc. for redeployed engineers and officers transferred to them by utilising plan grant under general sector. The expenses for this may be classified under infrastructure sector.
- (24) Expenditure on Planning and Monitoring of the local governments is to be met from their plan allocation based on separate projects and subject to the ceilings indicated below.

<i>Local Governments</i>	<i>Ceilings (Rs.)</i>	
	<i>Planning</i>	<i>Monitoring</i>
Village Panchayat	25,000	20,000
Block Panchayat	20,000	50,000
District Panchayats	25,000	75,000
Municipalities	25,000	30,000
Corporation	40,000	50,000

For each year, expenditure report on the above has to be submitted for special verification of the Performance Audit Team.

(25) Local Governments may meet from their plan grant under general sector the subscription charges for the website being hosted by Information Kerala Mission, exclusively for the use of Local Governments. The annual rates are given below:

Local Government	Amount (Rs.)
(i) Village Panchayats	1500
(ii) Block Panchayats and Municipalities	3000
(iii) District Panchayats and Corporations	6000

(26) For preparation of cadastral maps in local governments the following procedure would apply:

- (i) In the cadastral maps of local governments received from Revenue Department the Wards will be marked and digitized and printed copies of Ward-wise maps will be supplied to the local governments by the Information Kerala Mission.
- (ii) Local governments should mark the important boundaries, roads, places and location of institutions like Post Office etc., in the printed copy of the maps and return them to the Information Kerala Mission. The services of engineering staff in the local governments, engineering personnel transferred to the local governments, experts in preparation of maps may be utilized for this work.
- (iii) The Ward-wise map of each local government will be finalized by the Information Kerala Mission.
- (iv) The local governments may give to the Information Kerala Mission the actual cost subject to the ceiling given below, for supplying the final copy of digitized and printed maps.

<i>Local Government</i>	<i>Maximum amount per Ward (Rs.)</i>
Village Panchayat	200
Municipalities	400
Corporations	600

- (v) Only Village Panchayats, Municipalities and Corporations need take up this activity.
  - (vi) All activities of this programme will be coordinated by the Information Kerala Mission.
- (27) The following projects can also be taken up by local governments in association with Information Kerala Mission.
- (i) Pilot projects in different areas of IT applications.
  - (ii) Implementation of MGP Detailed Implementation Plans and LSG Action Plan
  - (iii) Expenses related to the use of 'Sulekha' software for Plan Monitoring and 'Sevena' software for birth and death registration – this would include cost of upgradation of hardware/software, data entry, training etc.
- (28) District Panchayats, Municipalities and Corporations may take up projects for admitting Scheduled Caste and Scheduled Tribe students belonging to Tamil and Kannada linguistic minorities in reputed residential schools in Tamil Nadu or Karnataka under the scheme Better Education for Bright Scheduled Caste/ Scheduled Tribe Students.
- (29) For all schemes including State and Centrally sponsored schemes implemented by local governments the Administrative Sanction should be issued by the local government concerned and Technical Sanction issued by the Technical Committee concerned. This would include schemes like SGRY, RCRSP, SSA etc.
- (30) The houses constructed with assistance from local governments should compulsory have roof harvesting structures appropriate to the locality. Technical specification may be developed at the district level.
- (31) *For any other item not mentioned in this Government Order, prior permission of the Government is required. Any violation of the subsidy norms would be deemed to be misutilisation of local government funds and any excess subsidy paid would be recoverable from the person(s) responsible as per the provisions of law.*

7.4.4 The schemes are to be written up as proper projects by the respective Working Groups in the prescribed project proforma/forms. The project proforma/forms

should be signed both by the Chairman and Convenor of the Working Group concerned. Only forms with full details will be cleared by TAC. Partially filled forms will be returned for rectification. PERT charts are to be given for each scheme. In the case of schemes targeted at individuals or groups, the eligibility criteria and prioritization criteria among eligible applicants need to be clearly spelt out – in the case of prioritization criteria, marks assigned for each criterion has to be noted with the total being 100.

## **7.5 Step 5 - Plan Finalisation**

7.5.1 Once the projects are prepared in order to finalise the Annual Plan 2004-05 the following steps are to be taken.

- (1) The Standing Committees of the Local Government should have detailed interactions with the respective Working Groups and arrive at a prioritized list.
- (2) A full meeting of the local government should consider the Reports of the Standing Committees and the Reports of the Working Groups and finalise the project to be included in the Annual Plan 2004-05.

7.5.2 While finalizing the Plan the local governments should note the following points:

- (1) First charge should be on spillover works. The amount required for completing the spillover works should be provided for.
- (2) The size of the Plan would be the same as indicated in Appendix IV of the Budget.
- (3) ***Modification of Annual Plan 2004-05:*** All local Governments can modify their already prepared Annual Plan 2004-05, which is included in their Tenth Plan Document, to the tune of  $\frac{1}{3}$ <sup>rd</sup> of the current year's plan allocation excluding TSP, if required, to include projects which are relevant now and to exclude projects which have become irrelevant. This does not apply to Tribal Sub Plan where the Annual Plan has to be prepared afresh.
- (4) In the case of Village Panchayats, Municipalities and Corporations all new developmental works and schemes using their own funds, and non-plan grants from government like the General Purpose Grant, should also be part of the Annual Plan. The revenue surplus of these local governments should

be used as an additional source for funding the Plan. The revenue surplus is to be calculated as follows:

Own resources	:	X
General Purpose Grant	:	Y
Establishment charges, maintenance charges, routine repairs, repayment of loans, reasonable amount of contingency for unforeseen emergencies.	:	Z
REVENUE SURPLUS	:	$(X + Y) - Z$

- (5) The beneficiary contribution should be collected in advance and remitted as own fund of the local government and released at appropriate time to the contractor / implementing agency, unless instructed other wise.
- (6) While local governments are free to integrate their funds with plan grants and beneficiary contribution with both the plan grant and own funds, in no way should the quantum of plan grants be increased to substitute shortfall in expected own funds or beneficiary contribution. In other words only if the local government is absolutely sure of mobilizing own funds or getting beneficiary contribution should this be included in a project.
- (7) The Village Panchayats and urban local Governments may utilize their own fund as supplementary assistance for implementing projects under SCP / TSP.
- (8) A lot of funds both Plan and Non-plan are available under State Sponsored schemes and Centrally Sponsored Schemes. An Action Plan has to be prepared to spend the funds during the current year itself. This has to be in accordance with the guidelines for each scheme.
- (9) It is seen that there is laxity in spending funds under Centrally Sponsored Anti-poverty schemes like SGSY, SGRY, SJSRY, NSDP, VAMBAY, RCRSP etc. The release of State Plans would be linked to the performance of local governments in implementing the Centrally Sponsored Schemes.

7.5.3 The various aspects of integration of plans have to be built into the Plan. The kinds of integration are explained below:

- (a) **Integration with State Plans:** There are several State Plans which are implemented at the local level, which if the local governments so decide, can be replicated with increased allocation from local government funds. Also in some cases a component having a complementary nature could be



added to the State Plan Scheme. Another kind of integration in this category would be to take up downstream activities after government completes a plan scheme; for example when the KSEB draws an electric line to a new area, the local government could take up wiring of BPL houses.

- (b) ***Integration of Resources***: There are several schemes both Centrally Sponsored and State Sponsored to which local governments can contribute additional resources. For example, training component of SGSY or SJSRY could be magnified using local government funds. Similarly, for housing under Indira Awas Yojana the local government can contribute the additional fund required to increase the cost upto Rs. 75,000 in the case of Scheduled Tribes, Rs. 50,000 in the case of Scheduled Castes and Rs. 35,000 in the case of others.
- (c) ***Integration with Centrally Sponsored Schemes***: What is envisaged is that there shall be only one development plan for the local government prepared through a common planning process. Once the priorities and works are identified those components which can be taken up under the guidelines of the concerned Centrally Sponsored Scheme should be taken up using those funds. Once this matching is done, action plan for CSS can be drawn up from the total plan, as required under the guidelines of those schemes. In other words different types of plan preparation for different sources of funds should not be done.
- (d) ***Horizontal Integration***: This implies providing backward and forward linkages. Examples would be provision of irrigation being accompanied by introduction of high yielding variety of seeds, supply of milch cattle linked with disease prevention programme etc.
- (e) ***Vertical Integration***: This implies that higher level local governments should perform activities which have the advantages of scale and which cannot be done by the lower tiers of local government. In order to achieve this, the Block Panchayats should get the draft plans of Village Panchayats before finalizing their plan. Similarly the District Panchayats should consider the approved plans of Village and Block Panchayats before finalizing theirs.

- (f) ***Sectoral Integration:*** This implies that instead of taking up one development component a group of related issues could be addressed. For example, a coconut development project could provide for cutting of diseased trees, replanting with high yielding varieties, inter-cropping with fodder, vegetables etc., micro irrigation and even copra drying.
- (g) ***Cross-sectoral Integration:*** In order to achieve maximum impact it is possible to design schemes which have elements from several sectors. A typical watershed management programme would have components like soil conservation, water harvesting, micro irrigation, bio-mass generation, fisheries, animal husbandry, agro processing and even micro enterprise components, of course properly sequenced.
- (h) ***Spatial Integration:*** This implies integration of schemes like roads which run through one or more local governments. Multi local government infrastructure projects can be taken up with proportionate contribution from the local governments concerned and entrusted to one local government for execution.

**7.5.4 The structure of the Annual Plan document:** The Annual Plan document submitted to the DPC for approval should consist of the following chapters.

- 1) Development scenario of the local government
- 2) Efforts during the past seven years
- 3) Success and failures
- 4) Physical and Financial achievements in the first two years of the Tenth Plan
- 5) Thrust areas identified in the District Plan
- 6) Strategic vision of the local government
- 7) Summary of schemes sector wise and in each sector giving the existing scenario, the intended scenario, size of the gap and the phased filling up the gaps with monitorable targets.
- 8) Write up on Anti-poverty Sub Plan and Destitute Plan (very brief summery), Women Component Plan, Plan for Special Groups, Special Component Plan and Watershed Management Plan.
- 9) Write up on credit linkages.
- 10) Write up on integration.
- 11) Write up on monitoring arrangements intended.

The Anti Poverty Sub Plan and wherever applicable, the Tribal Sub Plan should be separate document.

**7.5.5 Documents to be given to the DPC:** The following documents have to be given to the DPC.

- 1) The documents relating to the Grama Sabha/Ward Sabha and Development Seminar
  - 2) Three printed copies of the updated development reports.
  - 3) Three printed copies of the Vision Document.
- } Only where printed copies have not been given in 2002
- 4) Reform Plan of the Local Government consisting of the following elements, as modified for the year 2004-05:
    - (i) Updating of records
    - (ii) Completion of Asset Register
    - (iii) Preparation of Road Register
    - (iv) Preparation of benefit register including supply of benefit cards to all beneficiaries.
    - (v) Increasing local resource mobilization through taxes, user charges and contributions.
    - (vi) Innovative means of financing through cess, BOT, Community contribution and borrowings.
    - (vii) Performance standards for institutions and officers.
    - (viii) Steps to reduce waste and leakages.
    - (ix) Measures to control possible corruption.
    - (x) Measures to improve performance of obligatory functions in the case of Village Panchayats and Urban Local Governments.
    - (xi) Efforts at promoting development through local action without significant outflow of funds from the local government. This could include tapping of funds from local philanthropists, NRIs, the Corporate sector and NGOs.
  - 5) Prescribed expenditure statements for the Annual Plan 2003-04.
  - 6) Annual Plan Document.
  - 7) Anti-Poverty Sub Plan
  - 8) Tribal Sub Plan (Wherever applicable)
  - 9) Schemes in the prescribed proforma.

## **7.6 Step 6 - Vetting of Plans**

7.6.1 In order to ensure the involvement of qualified experts in the Plan vetting process the District Collector and Member Secretary of DPC should set up a Search Committee with the District Planning Officer as Convener and three other Members to identify the best expertise available in the district. Necessary local press releases may be issued soliciting volunteers with prescribed qualifications and experience. Thereafter the Technical Advisory Committees may be constituted by the District Collector and Member Secretary of DPC in consultation with the Chairperson of the DPC.

7.6.2 Technical Advisory Committees (TACs) may be constituted at the district level for District Panchayats, Block Panchayats, Municipalities and Corporations and at the Block level for Village Panchayats with experts from professional colleges, academic institutions, public/private sector organizations, NGOs, Bankers and from among retired personnel and practitioners as members. The District Collector would be the Chairman and District Planning Officer the Convenor and Secretary of district level TAC. The Secretary, Block Panchayat would be the Convener and Secretary of Block Level TAC. The TACs should have sub groups for different sectors both at the District and Block Levels. The Chairpersons of Block Level TAC and the Chairpersons and Conveners of sub-groups of TAC both at the Block and District Levels would also be decided by the DPC. DPC would also fix the quorum for the sub groups and it shall not be less than three.

7.6.3 Elected representatives of local governments who have completed the certificate course conducted by KILA may be nominated as members of Technical Advisory Committees at appropriate levels.

7.6.4 The functions of the TACs are:

- (a) Ensuring that local government plans are in accordance with the mandatory guidelines issued by Government particularly in relation to investment ceilings for the broad sectors, subsidy limits, sectoral guidelines, priorities to various groups, ineligible categories for assistance etc.
- (b) Ensuring that the plans are in accordance with prevailing technical guidelines.
- (c) Verifying whether the costing is appropriate and the phasing is reasonable.
- (d) Giving suggestions for innovative plans and integrated projects, which local governments may accept if they so desire.

However, it is clarified that TACs do not have any power to change a local government priority or to force a local government to take up a particular scheme or work. Any dispute regarding acceptance of a scheme at the Block TAC may be referred to the District TAC for decision. If the dispute is at the District level it may be referred to the Co-ordination Committee at the Government level for decision.

7.6.5 The TAC sub groups should go through every project in detail, visit sites if required and make suitable recommendations to the DPC. In case the TAC identifies any problem with local government projects it should hold discussions

with the elected head and the implementing officers concerned of the local government and sort out matters across the table. No plan, which does not have the required allocation for the mandatory schemes, should be forwarded to DPC.

7.6.6 The Village Panchayats would submit their plans in one lot to the Secretary, Block Panchayat and other local governments to the DPO and obtain receipt. The Secretary, Block Panchayat or DPO should conduct a quick preliminary scrutiny and then divide the projects among different sub groups of the TAC and pass them on to them for detailed scrutiny. The TAC shall not take more than 10 days for vetting the Plan of a local government.

7.6.7 The appraisal of projects by Technical Advisory Committee should be done scrupulously to ensure that the guidelines and instructions have been followed in preparing the projects. The District Collectors may initiate appropriate action against those members of Technical Advisory Committee who recommend the project without proper scrutiny.

7.6.8 The draft Plan of District Panchayats and Corporations should be submitted to the State Planning Board after vetting by TAC.

#### **7.7 Step 7 - Approval by the District Planning Committee.**

The DPC would go through the projects of local government as vetted by the Technical Advisory Committees. The DPC may fix a time table for the approval of local government projects and the President and Secretary of the local government concerned have to be invited to the sittings.

#### **7.8 Step 8 - Technical Approval.**

7.8.1 Only public works need technical approvals. The District Collector is authorized to constitute the Technical Committees at the Block, Municipal/Corporation and District levels. In order to get the best technical personnel from serving engineers, retired engineers, engineers from academic institutions (both Government and private) and engineers from NGOs the District Collector should head a Search Committee with DPO as convener.

7.8.2 Each Technical Committee could have independent sub-groups for irrigation, water supply, roads and bridges, buildings etc. consisting of at least three engineers; one of whom shall be either from an academic institution or a non-government engineer. Quorum for sub-groups would be two including the convenor. Technical Committees and their sub –groups at all levels would have

Convenors who would be engineers from government or public sector service. Ideally the Convenors of Block Level Committees should be of the rank of Assistant Executive Engineer and those at the District Level should be of the rank of Superintending Engineer.

7.8.3 The District Collector would be the Chairman of the DLTC. At the Block/ Municipal/Corporation levels a senior professional who is working in an academic institution / private sector or NGOs or who has retired from public or private service with the stature and leadership to co-ordinate the working of the Technical Committee should be made the Co-ordinator of the Technical Committees.

7.8.4 Technical Sanction to works projects would be accorded as follows:-

<i>Local Government</i>	<i>Technical Committee</i>
Village Panchayat	Block Level Technical Committee
Block Panchayat	District Level Technical Committee
District Panchayat	District Level Technical Committee
Municipality	Municipal Level Technical Committee
Corporation	Corporation Level Technical Committee

7.8.5 The participation of engineers who are nominated to various Technical Committees from Public Works Department, Water Resources Department, Kerala Water Authority, Kerala State Electricity Board and engineering faculty members of Technical Education Department and Directorate of Employment and Training etc. in the meetings of respective Technical Committees is mandatory.

7.8.6 The Technical Committee/Sub Group should meet as per a pre-published timetable.

7.8.7 If none of the members attend the meeting even after clear intimation, the convenor of the Committee/Sub Group should issue technical sanction for projects listed for the meeting for which all other members of the Committee/Sub Group would be jointly liable.

7.8.8 The power of TS of a Sub-group or Technical Committee would be fixed at one level higher to the level of its Convener.

7.8.9 The responsibility for convening the Technical Committees would be with Block Panchayat Secretaries, Municipal/Corporation Secretaries and DPOs for

the Block, Municipal/ Corporation and District levels. Elected heads of District Panchayats, Block Panchayats and Municipalities/Corporations would have the right to review the progress of issue of technical sanction with the Technical Committees.

7.8.10 The documents of detailed estimates and technical sanction relating to works project should be signed by all members of the Technical Committee who are present in the meeting.

7.8.11 The Technical Committee shall give TS on a first come first served basis once the estimates are submitted to them. For projects which need changes discussions shall be held with the representatives of the local government concerned. They are fully responsible for the technical soundness of the estimates and the proposed work and they would have the same liability as that of any engineer who accords TS according to the PWD Manual.

## **8. GENERAL ITEMS**

8.1 In order to eliminate benami works it is laid down that all building works are to be tendered except schools and Anganwadies where the PTAs, if they are willing to directly undertake construction, may do so. Similarly all road works involving tarring should be tendered. Only works having earth-work to the tune of at least 75% of the total cost and costing less than Rs.25,000 can be entrusted to beneficiary committees. And splitting of works is not permissible. Irrigation and Water supply works which have the mandatory contribution from the beneficiaries can be executed through the beneficiary groups themselves even if the cost is more than Rs. 25,000.

8.2 Community Development Societies could be entrusted with execution of public works as community contracting. The procedure will be the same as in the case of accredited agencies.

8.3 The Community Development Societies can be utilized as implementing agencies for Women Component Plan as well as Plan for Special Group like aged, children and the disabled.

8.4 For construction works intended to be completed over more than two years it should be divided into appropriate phases each of which have to be tendered separately. However if a work can be completed drawing funds from two

successive years it could be tendered during the first year in such a way that funds are utilized from both the years and it can be completed without a break.

- 8.5 In order to avoid high cost of advertisement the works may be tendered through a single advertisement. Also the tender notice should be put up in the official website for public information. In order to ensure transparency and accountability of tendered works, Monitoring Committees consisting of beneficiaries would be set up selected in the same manner as the Executive Committee of a Beneficiary Committee. Also tender excess would be limited to the percentage fixed by government from time to time.
- 8.6 All documents relating to plan preparation are public documents and open for scrutiny or copying by any person.
- 8.7 Officials from government, public sector or autonomous agencies aided by government would be deemed to be on duty on the days they participate in various committee meeting and the Secretary of the local government concerned is authorised to issue the attendance certificate for Working Groups and the Convenor for TACs and Technical Committees.

## **9. SUPPORT SYSTEMS**

In order to help the local governments in the plan preparation process each local government may identify one official working within its jurisdiction to act as Plan Co-ordinator. In the case of Municipalities, Corporations, Block Panchayats and District Panchayats the officer should be a gazetted officer. In case the Block panchayats and Municipalities are unable to identify a suitable officer from among gazetted officers for appointing as plan coordinators, the officers holding the highest non gazetted post in the offices transferred to the Block Panchayat or Municipality concerned can be appointed as plan coordinator. Similarly a senior gazetted official should be identified by the DPC to function as the Plan Co-ordinator at the district level. All such identification has to be through unanimous resolutions.

## **10. TIME TABLE FOR PLAN FINALISATION**

The following dates are suggested for completing various steps in the Plan preparation process for the year 2004-05. The dates are suggestive and local governments may make marginal changes to suit their convenience. However the dates for submission to Technical Advisory Committee and DPC are



mandatory and if this is delayed, the local governments would forfeit 25% of the allocation for 2004-2005, which would be deducted from the Normal share of the General Sector Funds.

- |      |   |                             |
|------|---|-----------------------------|
| (1)  | Re-constitution of Working Group  | 12 <sup>th</sup> April 2004 |
| (2)  | Special Meeting of DLBC/BLBC  | 24 <sup>th</sup> April 2004 |
| (3)  | Submission of Working Group Reports   | 5 <sup>th</sup> May 2004    |
| (4)  | Re-constitution of Technical Advisory Committees / Technical Committees.      | 15 <sup>th</sup> May 2004   |
| (5)  | Grama Sabha/Ward Sabha meetings   | 25 <sup>th</sup> May 2004   |
| (6)  | Consultations of Block Panchayats and District Panchayats with other tiers    | 5 <sup>th</sup> June 2004   |
| (7)  | Stakeholders' consultations   | 15 <sup>th</sup> June 2004  |
| (8)  | Development Seminar   | 21 <sup>st</sup> June 2004. |
| (9)  | Plan Finalisation and submission to DPC through Technical Advisory Committee. |                             |
|      | a) Village Panchayats   | 25 <sup>th</sup> June 2004  |
|      | b) Block Panchayats/Municipalities  | 1 <sup>st</sup> July 2004   |
|      | c) District Panchayats/Corporations   | 5 <sup>th</sup> July 2004   |
| (10) | Approval by the DPC   |                             |
|      | a) Village Panchayats   | 5 <sup>th</sup> July 2004   |
|      | b) Block Panchayats/Municipalities  | 12 <sup>th</sup> July 2004  |
|      | c) District Panchayats/Corporations   | 17 <sup>th</sup> July 2004  |

## **11. PROCEDURE FOR PREPARATION OF TRIBAL SUB PLAN**

- 11.1. For Tribal Sub Plan the preparation process is quite independent. Here the Annual Plan approach will be followed. A separate TSP document has to be prepared.
- 11.2. Tribal Sub Plan shall be prepared following the guidelines contained in G.O.(MS) No.54/2003/Plg. dated 31-05-2003. This envisages a radically different approach based on the empowerment of Tribal Communities with local governments playing the role of an activist enabler.
- 11.3. All local governments having tribal allocation under Tribal Sub Plan should set up a separate Working Group for Development of Scheduled Tribes.
- 11.4. In order to implement the housing projects under Tribal Sub Plan, in local governments where the accredited agencies are not willing to take up the

housing schemes, the DPC can entrust the execution with any other NGO or voluntary organization identified through a transparent process. Even houses under IAY/SGRY/VAMBAY and other CSS should be got executed only in this manner. The package of care services that can be given to eligible tribal destitutes is given in Annexure 3.

11.5. The calendar for preparation of Tribal Sub Plan by local governments following the guidelines would be:

<i>Events</i>	<i>Date</i>
(i) Re-constitution of Working Group	: 12 <sup>th</sup> April 2004
(ii) Re-constitution of Special Technical Advisory Committee	: 15 <sup>th</sup> May 2004
(iii) Environmental Creation, Situation Analysis and Oorukoottam Meetings	: 25 <sup>th</sup> May 2004
(iv) Plan Formulation Meeting at the Village Panchayat / Municipality Level	: 1 <sup>st</sup> June 2004
(v) Draft Plan Finalisation by all Local Governments	: 15 <sup>th</sup> June 2004
(vi) Development Seminar	: 25 <sup>th</sup> June 2004
(vii) Plan Finalisation and Submission to District Planning Committee through Special TAC	
a) Village Panchayats	: 1 <sup>st</sup> July 2004
b) Block Panchayats/Municipalities	: 7 <sup>th</sup> July 2004
c) District Panchayats	: 12 <sup>th</sup> July 2004
(viii) Approval by the DPC	
a) Village Panchayats	: 5 <sup>th</sup> July 2004
b) Block Panchayats/Municipalities	: 12 <sup>th</sup> July 2004
c) District Panchayats	: 17 <sup>th</sup> July 2004
(ix) Plan Publicity	: 31 <sup>st</sup> July 2004

\*\*\*\*\*

## **PREPARATION OF ANTI POVERTY SUB PLAN**

1. An Anti-poverty Sub Plan has to be mandatorily prepared by all local governments. The procedure prescribed below may be followed.

### **2. Step 1 – Constitution of Working Group**

2.1 All local governments have to constitute a Working Group exclusively for poverty reduction under the Chairmanship of the elected head of the Panchayat. The Convenors of this Working Group would be:

Village Panchayat	:	Member Secretary of the Community Development Society.
Block Panchayat	:	Secretary, Block Panchayat
District Panchayat	:	District Mission Coordinator, Kudumbashree
Municipality	:	Project Officer, UPA Cell
Corporation	:	Project Officer, UPA Cell

2.2 All officials dealing with SC/ST Development, and Social Welfare would automatically be members of this Working Group. Other members may be as decided by the local government concerned. Special effort should be made to include the President and at least three members of the CDS in the case of Village Panchayats, Municipalities and Corporations. At the Block level, all CDS Presidents should be members. At the District level, one CDS President from each Block Panchayat be included. Experts and activists involved in poverty issues should also be nominated.

### **3. Step 2 - Situation Analysis**

The Working Group should analyse the available data on BPL families and prepare a concise report. The Working Group should also list out all schemes implemented for the benefit of BPL families and comment on their effectiveness.

### **4. Step 3 - Bottom-up Planning by the CDS System**

4.1 A bottom-up planning process should be initiated through the CDS system having the following sub-steps.

- (1) Conduct of training programme for NHGs, ADSs and CDSs. The District Mission Co-ordinator of Kudumbashree would make necessary arrangements for this.
- (2) Preparation of a database of the poor. This would be done by the NHGs.

(3) Situation analysis and need assessment. Using the database the NHGs would analyse the poverty situation in their locality with special reference to the following:

- a) Availability of minimum infrastructure like housing, toilet, water supply, electricity and connectivity.
- b) Health situation.
- c) Education
- d) Access to entitlements like ration cards, pensions.
- e) Functioning of micro enterprises and possibility of micro enterprises.
- f) Need for developing skills.
- g) Special problems of the aged, children, disabled and women especially widows and abandoned women
- h) Destitutes

(4) Suggestions for Anti-poverty Sub Plan from the NHGs.

(5) *Integration of plans by ADS*: This has to be done by the General Body of the ADS. While doing so the ADS would also look into poverty issues and problems relating to the entire ward and give their suggestions.

(6) *Integration of Plans by CDS*: This would be done in the General Body of the CDS. While doing so, the CDS would also consider poverty issues and problems relating to the whole of the local government.

#### **5. Step 4 - Convergence Workshop**

Before finalizing the Plan by the local governments a convergence workshop should be held at the level of each local government in which the members of the Working Group on Poverty Reduction, Chairpersons, Vice Chairpersons and Convenors of all Working Groups and general body members of the CDS would participate. This is to ensure proper integration of schemes and fine tune allocation of funds from different sectors for poverty reduction.

#### **6. Step 5 - Preparation of the Draft Anti Poverty Sub Plan**

6.1 The Working Group at the Village and Municipal/Corporation levels should hold joint sittings with the General Body of the CDS and draw up the Anti Poverty Sub Plan. This Plan should contain the following Chapters:

- (1) Analysis of the poverty situation in the local government.
- (2) Summary of the experience in the last seven years.
- (3) Issues and problems related to poverty.
- (4) Suggestions for addressing these issues and problems and their priority.
- (5) Suggested schemes and allocations.
- (6) Mode of implementation.
- (7) Monitoring arrangements

- 6.2 In the case of Block Panchayats the Working Group will collect the suggestions of the CDSs within their jurisdiction and interact with the Presidents of CDSs before drawing up their draft plans.
- 6.3 The Block Panchayats should take special care to give priority to those schemes identified at the Village Panchayat level which cannot be taken up locally.
- 6.4 In the case of District Panchayats the Working Group would have a one day workshop with all the CDS Presidents. During this meeting group discussions would be held on key issues and suggestions obtained.

## **7. Preparation of Ashraya Project for Destitutes**

7.1 Within the Anti Poverty Sub Plan there has to be a clear project for destitutes to be called 'Ashraya'. The preparation of 'Ashraya' project is the responsibility of Village Panchayats, Municipalities and Corporations. Block Panchayats and District Panchayats should support certain definite components of Ashraya falling within the Plans of the Village Panchayat.

7.2 As the first step the destitutes have to be identified using the criteria developed by Kudumbashree. All families qualifying under at least seven out of the following nine criteria may be listed.

- (i) Kutcha house
- (ii) No access to safe drinking water
- (iii) No access to sanitary latrine
- (iv) Illiterate adult in the family
- (v) Family having not more than one earning member
- (vi) Family getting barely two meals a day or less
- (vii) Presence of children below the age of five in the family
- (viii) Alcoholic or drug addict in the family
- (ix) Scheduled Caste or Scheduled Tribe family

7.3 These short-listed families may be verified with reference to the following eight criteria.

- (i) Having no landed property to create their dwelling place (living in poramboke land, forest land, side bunds of canal and paddy fields etc.)
- (ii) Spending the nighttime in public places, streets or in the verandas of shops for sleeping.
- (iii) Unwed mothers, single parent or those separated women living in distress
- (iv) Young widows who are economically poor or women who have passed the age of marriage and remain unmarried.

- (v) Subject to severe, chronic and incurable diseases or physically and mentally challenged.
- (vi) No healthy member to win bread for the family below the age of sixty
- (vii) Beggars who resort beggary as a vocation.
- (viii) Women subjected to atrocities.

7.4 All families of the short list having at least one of the criteria mentioned above would qualify to be a destitute family.

7.5 Once this listing is done by the Neighbourhood Group they would visit individual families in teams including members of the Working Group as far as possible. These teams would draw a profile of the family. The proforma for this purpose would be supplied by the District Mission Coordinator, Kudumbashree of the District. List of identified families should be placed before the Grama Sabha and the approval obtained. Every complaints raised thereon are to be examined carefully and a detailed report is to be presented in the next meeting of Grama Sabha / Ward Sabha.

## **8. Package of Care Services for the Destitute Families**

8.1 The Village Panchayats, Municipalities and Corporations may in addition to the existing programmes for the poor prepare a Package of Care Services for the destitute families under 'Ashraya'. The details are given below:

### **8.1.1 Food**

- (i) All destitutes above the age of 65 years should be provided food grains under Annapoorna Programme.
- (ii) The destitute families which face extreme poverty and there is no source of income, not even pension may be provided food grains under Antyodaya Anna Yojana Programme. The cost of food grains can be met from Destitute Rehabilitation Fund released to Village Panchayat/Urban Local Government by Kudumbasree and it should be directly remitted in the ARD shop where the families have registered their ration cards.
- (iii) Provide employment opportunities to members of destitute families under Food for Work Programmes like SGRY to ensure wage employment and supply of food grains.
- (iv) Serve food through the anganwadies for physically and mentally challenged (disabled), and persons affected by chronic and incurable diseases, and very old persons with nobody in the family able enough to prepare food. The responsibility for this can be entrusted to Neighbourhood Groups and Area

Development Societies of Kudumbasree. The expenses of cooking and serving food to the above category of destitutes can be met from the Destitute Rehabilitation Fund allotted to the local government. The amount required for one month for this purpose can be given as advance to Area Development Societies.

### **8.1.2 Health Care**

- (i) Special efforts may be taken by the local governments to utilise the services available in the transferred institutions for the special care of destitutes who suffer from T.B., Leprosy, Cancer, AIDS, Cardiac/Kidney/Neuro diseases.
- (ii) The services of specialist doctors available in Medical Colleges and District/ General Hospitals may be availed of for the treatment of patients of the above category. Special medical camps can be arranged for this purpose by utilising the Destitute Rehabilitation Fund.
- (iii) Efforts may be made by local governments to persuade the speciality hospitals in the private sector functioning within the area of local government to sponsor the treatment of chronic patients at free of cost.
- (iv) The local government may initiate action to obtain assistance from Chief Minister's/Prime Minister's Distress Relief Fund for the treatment of destitutes.
- (v) Those destitute patients who are in need of medicines have to be provided medicines free of cost. This may be done utilizing the funds available with the PHC / other government hospitals or, if required, from the Destitute Rehabilitation Fund. To ensure transparency a Technical Committee of medical experts would decide on the medicines required and procure them and hand them over to the patients. The Neighbourhood Group would ensure that the medicines are properly administered.
- (vi) Philanthropists and charitable organizations may be requested to sponsor the treatment of destitutes. Such sponsors can be identified by conducting awareness camps, seminars etc.
- (vii) A corps of voluntary health workers may be constituted at the local government level to render assistance to destitute families to solve their health problems.

### **8.1.3 Assistance to Physically and Mentally Challenged (Disabled)**

- (i) Three percent allocation for the disabled under Centrally Sponsored Schemes such as Indira Awas Yojana, Sampoorna Gramin Rozgar Yojana etc. may be spent on priority basis for the disabled belonging to Ashraya families.
- (ii) Promote skill development programmes for destitutes through the involvement of agencies such as Kerala State Handicapped Persons Welfare Corporation, Kerala Federation of the Blind etc.
- (iii) Local governments should promote employment oriented projects for the disabled in the destitute families by utilising their plan grant under general sector.
- (iv) Local government may initiate action for obtaining financial assistance for employment oriented projects for the disabled from Central/State Social Welfare Advisory Board.

*8.1.4 Local Governments should give top priority for distribution of old age and other pensions to the eligible beneficiaries of destitute families.*

### **8.1.5 House sites**

- (i) Local governments have to provide house sites to all landless destitute families before providing them to other BPL families. District Panchayats and Block Panchayats are also permitted to buy house sites for destitutes irrespective of their community.
- (ii) For rehabilitation of destitute families land to the extent of minimum three cents in rural areas and 1½ cents in urban areas may be identified by the Community Development Society and the actual cost subject to a ceiling of Rs. 19,500 in rural areas, Rs. 20,000 in Municipal areas and Rs. 25,000 in Corporation areas may be paid to the land owner directly – that is the concession available to SC/ST families will be available to all destitute families irrespective of community.

### **8.1.6 Housing**

- (i) All houseless destitute families having enough land for construction of a house should be provided with a house on a priority basis before covering other eligible BPL families.
- (ii) The construction of houses should be done through the Neighbourhood Groups or Voluntary Agencies.



### **8.1.7 Drinking water**

- (i) Public stand posts, nearest to the houses of destitute families may be erected in the existing water supply projects.
- (ii) In the case of newly started water supply projects preference may be given to areas with large number of destitute families.
- (iii) Open draw wells, may also be constructed for them.

### **8.1.8 Education**

- (i) Efforts should be made to admit all children of destitute families to schools, if they have not joined in school.
- (ii) Efforts may also be taken to re-admit the dropouts in the school, so as to ensure that all children below the age of 18 years from the destitute families continue their studies.
- (iii) Efforts may be taken to provide study materials, uniform, umbrella, chappals, school bag etc. to children of destitute families through sponsorship by individuals and voluntary agencies.
- (iv) Special coaching may be arranged to ensure the improvement of the educational level of children belonging to destitute families. For this purpose a Support Group may be formed at Village Panchayat/ Municipality/Corporation level, consisting of qualified graduates, college students, school teachers, literacy prerakhs etc. The organisational expenses of the Support Group can be met from the Destitute Rehabilitation Fund. But, honorarium shall not be paid for the purpose.

### **8.1.9 Social Deprivation**

- (i) Community Development Societies should initiate steps for enlisting the members of destitute families in the Neighbourhood Groups so as to avoid their social exclusion.
- (ii) The execution, supervision and monitoring of projects under rehabilitation of destitute families should be entrusted to the Neighbourhood Groups.
- (iii) Local governments may take initiatives with the involvement of Community Development Societies to bring the problems of destitutes to the attention of the general public, organise awareness activities and conduct survey for identification of destitutes.

- (iv) Local governments may arrange counselling to develop the innate potential of the members of destitute families to improve their capacity and confidence to mingle with the community.
  - (v) Training programmes for building up the mental and physical efficiency of destitutes may be conducted by the local governments with the professional advice of psychologists and experts by utilising their plan fund under general sector.
9. A special system should be put in place at the DPC level to vet Ashraya Projects. A copy of the approved Ashraya Project of every local government would be sent to the State Poverty Eradication Mission for co-financing using State Plan funds to the extent of 25% of the project cost or Rs.10 lakh whichever is lower.

\*\*\*\*

## SUGGESTIVE LIST OF CONVENORS OF WORKING GROUP

## 1. Grama Panchayat

<i>Working Group</i>	<i>Convenor</i>
1.1. Watershed Management : (Including Agriculture and Allied Sectors)	Agricultural Officer
1.2. Animal Husbandry and Related Sectors :	Veterinary Surgeon
1.3. Local Economic Development : (including small industries, facilitation of private and community investment etc.)	Village Extension Officer / Lady Village Extension Officer
1.4. Poverty Reduction :	Member Secretary of the Community Development Society
1.5. Development of Scheduled Castes :	Village Extension Officer
1.6. Development of Women and Children :	I.C.D.S. Supervisor
1.7. Health, Water Supply and Sanitation :	Medical Officer (PHC)/ Medical Officer (Ayurveda Dispensary/ Hospital)/ Medical Officer (Homeo Dispensary)/ Village Extension Officer/ Lady Village Extension Officer
1.8. Education :	Head Master (Lower Primary School)
1.9. Infrastructure :	Secretary, Village Panchayat / VEO / LVEO
1.10. Social Security (including care of the aged and disabled) :	I.C.D.S. Supervisor
1.11. Development of Scheduled Tribes :	TEO / Secretary, Village Panchayat

## 2. Block Panchayat

<i>Working Group</i>	<i>Convenor</i>
2.1. Watershed Management : (including Agriculture and Allied Sectors)	Assistant Director (Agriculture)
2.2. Animal Husbandry and Related Sectors :	Assistant Director/ Senior Veterinary Surgeon/ Dairy Extension Officer
2.3. Local Economic Development : (Including small industries, facilitation of private and community investment	Secretary Block Panchayat/ Industries Extension Officer

<i>Working Group</i>	<i>Convenor</i>
2.4. Poverty Reduction	: Secretary, Block Panchayat
2.5. Development of Scheduled Castes	: SC Development Officer
2.6. Development of Women and Children	: C.D.P.O.
2.7. Health, Water Supply and Sanitation	: Medical Officer (CHC)/Medical Officer (Ayurveda Dispensary/Hospital)/ Medical Officer (Homeo Dispensary)/ Secretary, Block Panchayat
2.8. Education	: Secretary, Block Panchayat
2.9. Infrastructure	: Secretary, Block Panchayat
2.10. Social Security (including care of the aged and disabled)	: C.D.P.O.
2.11. Development of Scheduled Tribes	: Tribal Extension Officer / TDO/ Secretary, Block Panchayat

### 3. District Panchayat

<i>Working Group</i>	<i>Convenor</i>
3.1. Watershed Management (including Agriculture and Allied Sectors)	: Principal Agricultural Officer
3.2. Animal Husbandry and Related Sectors	: District Animal Husbandry Officer / Deputy Director (Dairy Development)
3.3. Local Economic Development (Including small industries, facilitation of private and community investment)	: Assistant Development Commissioner (General)/ General Manager (DIC)
3.4. Poverty Reduction	: District Mission Co-ordinator, Kudumbashree
3.5. Development of Scheduled Castes	: District Development Officer (SC)
3.6. Development of Women and Children	: District Programme Officer (Social Welfare)
3.7. Health, Water Supply and Sanitation	: District Medical Officer/ DMO (Ayurveda) / DMO (Homeo)/ADC (General)
3.8. Education	: Deputy Director (Education)
3.9. Infrastructure	: Secretary, District Panchayat
3.10. Social Security (including care of the aged and disabled)	: District Programme Officer (Social Welfare)
3.11. Development of Scheduled Tribes	: TDO/PO (ITDP)

#### 4. Municipalities & Corporations

<i>Working Group</i>	:	<i>Convenor</i>
4.1. Watershed Management (including Agriculture and Allied Sectors)	:	Agricultural Officer/ Assistant Director/ Deputy Director (Agriculture)
4.2. Animal Husbandry and Related Sectors	:	Veterinary Surgeon/ Senior Veterinary Surgeon/ Deputy Director (Dairy Development)
4.3. Local Economic Development (Including small industries, facilitation of private and community investment)	:	Industries Extension Officer / Secretary, Municipality / Corporation
4.4. Poverty Reduction	:	Project Officer, UPA Cell,
4.5. Development of Scheduled Castes	:	SC Development Officer
4.6. Development of Women and Children	:	Assistant C.D.P.O.
4.7. Health, Water Supply and Sanitation	:	Medical Officer (Taluk Hospital)/ Medical Officer (Ayurveda Dispensary/ Hospital)/Medical Officer (Homeo Dispensary) / Health Officer of the Municipality/Corporation
4.8. Education	:	Deputy Director (Education) / Head Master HS / Principal, H.S.S.
4.9. Infrastructure	:	Secretary, Municipality/Corporation
4.10. Social Security (including care of the aged and disabled)	:	Assistant C.D.P.O.
4.11. Development of Scheduled Tribes	:	Tribal Extension Officer/ Secretary, Municipality

\*\*\*\*

**PACKAGE OF CARE SERVICES UNDER TRIBAL SUB PLAN**

1. In G.O.(MS) No. 54/2003/Plg. dated 31-05-2003 it is stipulated that at least 50% of the Tribal Sub Plan Funds should be earmarked for providing a package of services to the poorest of the poor among Scheduled Tribes. The identification would be done by the Oorukuttams on the basis of the criteria adopted for Ashraya.
2. The following package can be given to eligible Scheduled Tribe beneficiaries.

**2.1 Food**

- 2.1.1 All tribal destitutes above the age of 65 years should be provided food grains under Annapoorna Programme.
- 2.1.2 The tribal destitute families which face extreme poverty and there is no source of income, not even pension may be provided food grains under Antyodaya Anna Yojana Programme. The cost of food grains can be met from the Tribal Sub Plan Funds of local government and it should be directly remitted in the ARD shop where ration cards of the families have registered.
- 2.1.3 Provide employment opportunities to members of Scheduled Tribe destitute families under Food for Work Programmes like SGRY to ensure wage employment and supply of food grains.
- 2.1.4 The distribution of food grains under the Food Support Programme of Scheduled Tribes Development Department may be through the network of Tribal Neighbourhood Groups of Kudumbasree.
- 2.1.5 Serve food through anganwadies for the Scheduled Tribe destitute families who are physically and mentally challenged (disabled) and persons affected by chronic and incurable diseases, and very old persons with nobody in the family able enough to prepare food. The responsibility for this can be entrusted to Tribal Neighbourhood Groups and Area Development Societies of Kudumbasree. The expenses for cooking and serving food to the above category of destitutes can be met from the Tribal Sub Plan funds of the local government. The amount required for one month for this purpose can be given as advance to Area Development Societies.

## **2.2 Health Care**

- 2.2.1 Special efforts may be taken by local governments to utilise the services available in the transferred institutions for the special care of tribal destitutes who suffer from T.B., Leprosy, Cancer, AIDS, Cardiac/Kidney/ Neuro diseases.
- 2.2.2 The services of specialist doctors available in the Medical Colleges and District/ General Hospitals may be availed of for the treatment of patients of above category. Special medical camps can be arranged for this purpose by utilising the funds under Tribal Sub Plan.
- 2.2.3 Efforts may be made by local governments to persuade the speciality hospitals in the private sector functioning within the area of local government to sponsor the treatment of chronic patients of tribal destitutes at free of cost.
- 2.2.4 The local government may initiate action to obtain assistance from Distress Relief Fund of Chief Minister/Prime Minister/Minister for Welfare of Backward and Scheduled Communities, for the treatment of Scheduled Tribe destitutes.
- 2.2.5 Those tribal destitute patients who are in need of medicines have to be provided medicines free of cost. This may be done utilizing the funds available with the PHC / other government hospitals or, if required, from the Tribal Sub Plan Fund. To ensure transparency a Technical Committee of medical experts would decide on the medicines required and procure them and hand them over to the patients. The Tribal Neighbourhood Group would ensure that the medicines are properly administered.
- 2.2.6 Philanthropists and charitable organizations may be requested to sponsor the treatment of tribal destitutes. Such sponsors can be identified by conducting awareness camps, seminars etc.
- 2.2.7 A corps of voluntary health workers may be constituted at the local government level to render assistance to Scheduled Tribe destitutes to solve their health problems.

## **2.3 Assistance to Physically and Mentally Challenged (Disabled)**

- 2.3.1 The allocation under TSP of Centrally Sponsored Schemes such as Indira Awas Yojana, Sampoorna Gramin Rozgar Yojana may be spent on priority basis for the tribal destitute families having disabled persons.

- 2.3.2 Promote skill development programmes for Scheduled Tribe destitutes through the involvement of agencies such as Kerala State Handicapped Persons Welfare Corporation, Kerala Federation of the Blind etc.
- 2.3.3 Local governments should promote employment oriented projects for the disabled in the tribal destitute families by utilising the provisions under Tribal Sub Plan.
- 2.3.4 Local governments may initiate action for obtaining financial assistance for employment oriented projects for the tribal disabled from Central/State Social Welfare Advisory Board.
- 2.4 *Local Governments should give top priority for distribution of old age and other pensions to the eligible beneficiaries of tribal destitute families.*

## **2.5 *House sites***

- 2.5.1 Local governments have to provide house sites to all landless tribal destitute families before providing them to other tribal BPL families. The Tribal Sub Plan fund can be used for this purpose.
- 2.5.2 Rehabilitation scheme may also be taken up under Corpus Fund of Scheduled Tribes Development Department.
- 2.5.3 For rehabilitation of tribal destitute families land to the extent of minimum three cents in rural areas and ½ cents in urban areas may be identified by the beneficiaries themselves and the actual cost subject to a ceiling of Rs. 19,500 in rural areas, Rs. 20,000 in Municipal areas and Rs.25,000 in Corporation areas may be paid to the land owner directly.

## **2.6 *Housing***

- 2.6.1 All houseless tribal destitute families having enough land for construction of a house should be provided with a house on a priority basis before covering other eligible BPL families.
- 2.6.2 The construction of houses for tribal destitute families should be done through the Tribal Neighbourhood Groups or Voluntary Agencies.

## **2.7 *Drinking water***

- 2.7.1 Public stand posts, nearest to the houses of tribal destitute families may be erected in the existing water supply projects.
- 2.7.2 Drinking water projects benefiting the tribal settlements may be initiated under Tribal Sub Plan.



2.7.3 In the case of newly started water supply projects preference may be given to areas with large number of tribal destitute families.

2.7.4 Open draw wells in tribal settlements may also be constructed.

## **2.8 Education**

2.8.1 Ooru based survey may be conducted before the reopening of schools, for identifying Scheduled Tribe children who have not joined in schools and making arrangements for admitting them in schools.

2.8.2 Efforts may also be taken to re-admit the dropouts in the school, so as to ensure that all tribal children below the age of 18 years irrespective of their family status continue their studies.

2.8.3 All tribal students, including students belonging to tribal destitute families, who have not admitted in pre-metric hostels, should be provided with study materials, uniform etc. by meeting the expenses from the Tribal Sub Plan funds of local government. The pattern of assistance that can be given under this package is explained below:

<i>Item</i>	<i>Annual Allowance (Maximum) (Rs.)</i>
<i>(a) For school uniform</i>	
(i) Students in lower primary standards	: 500
(ii) Students in upper primary standards	: 600
(iii) Students in high school standards	: 800
<i>(b) Purchase of note books, stationery etc</i>	
(i) Students in lower primary standards	: 200
(ii) Students in upper primary standards	: 250
(iii) Students in high school standards	: 400
<i>(c) School kit for students in all standards</i> (containing umbrella, chappels/shoes, school bag, pencil, pen etc.)	: 500

2.8.4 The above assistance to tribal students need be sanctioned only by Village Panchayats and Urban Local Governments.

2.8.5 Special coaching may be arranged to ensure the improvement of the educational level of children belonging to all tribal families. For this purpose a Support Group may be formed at the local government level, consisting of qualified graduates, college students, school teachers, literacy prerakhs etc.

The organisational expenses of the Support Group can be met from the funds under Tribal Sub Plan. But, honorarium shall not be paid for the purpose.

## **2.9 Social deprivation**

- 2.9.1 Community Development Societies should initiate steps for enlisting the members of tribal destitute families in the Tribal Neighbourhood Groups so as to avoid their social exclusion.
- 2.9.2 The execution, supervision and monitoring of projects under rehabilitation of tribal destitute families should be entrusted to the respective Oorukuttams.
- 2.9.3 Local governments may take initiatives with the involvement of Oorukuttams to bring the problems of tribal destitutes to the attention of the general public, organise awareness activities and conduct survey for identification of tribal destitutes.
- 2.9.4 Local governments may arrange counselling to develop the innate potential of the members of tribal destitute families to improve their capacity and confidence to mingle with the community.
- 2.9.5 Training programmes for building up the mental and physical efficiency of tribal destitutes may be conducted by the local governments with the professional advice of psychologists and experts by utilising the funds under Tribal Sub Plan.

\*\*\*