



**Government of Kerala**

**Abstract**

Local Self Government Department - Decentralised Planning by Local Governments - Launch of next phase of People's Plan - Guidelines for the Preparation of Annual Plan 2007-08 and XIth Five Year Plan - Orders issued:-

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**LOCAL SELF GOVERNMENT (DA) DEPARTMENT**

G.O.(MS) No. 128/2007/LSGD

Thiruvananthapuram, Dated, 14-05-2007.

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Read: 1. G.O.(MS) No. 54/2003/Plg; dt.31-05-2003  
2. G.O.(MS) No. 40/2004/Plg; dt.31-03-2004

**O R D E R**

Government have decided to launch the next phase of People's Plan to consolidate the gains of decentralized planning and address issues and challenges emerging from the experience of the last ten years and achieve proper institutionalization of decentralization in the State. The core objectives of People's Plan would be revitalization of agriculture and promotion of local economic development along with improvement of public services with focus on the poor. The methodology aims at improving the quality of planning and preparing District Plans, with enhanced participation of the people and support of professionals.

The core of the new methodology would be preparation of integrated Watershed Management plans, following the principles of iterative, multi-level planning, with local watershed plans being prepared with a full understanding of the River Basin issues and being organically merged to form a River Basin Management plan. This process will be highly participatory, involving agricultural workers, farmers, all those dependant on natural resources and farm produce for their livelihood, and officials, professionals and activists concerned. The outputs would be implementable action plans for increasing production and productivity in agriculture and other allied sectors. The outcomes are expected to be progressive restoration of water - land - biomass balance and improved livelihood opportunities based on sustainable natural resources management.

In supersession of the guidelines issued as per the Government Orders read first and second above, Government are pleased to issue detailed guidelines for preparation of Annual Plan 2007 -08 and XI<sup>th</sup> Five Year Plan by Local Governments, which are appended to this order.

By Order of the Governor  
**S.M. Vijayanand**  
Principal Secretary

To

1. All Presidents/Secretaries of Village Panchayats
2. All Presidents/Secretaries of Block Panchayats
3. All Presidents/Secretaries of District Panchayats

4. All Mayors/Secretaries of Corporations
5. All Chairpersons/Secretaries of Municipalities
6. All Chairpersons of District Planning Committees
7. All District Collectors & Member Secretaries to District Planning Committees
8. The Principal Secretary, Planning & Economic Affairs Department
9. All other Principal Secretaries and Secretaries to Government
10. The Member Secretary, State Planning Board
11. The Chairman, Kerala State Electricity Board (With C/L)
12. The Managing Director, Kerala State Road Transport Corporation (With C/L)
13. The Managing Director, Kerala Water Authority (With C/L)
14. All Managing Directors/Chief Executives of Public Sector Undertakings/  
Corporations/ Boards/Autonomous Bodies (With C/L)
15. The Director of Panchayats
16. The Commissioner of Rural Development
17. The Director of Urban Affairs
18. The Director of Public Instruction
19. The Director of Scheduled Castes
20. The Director of Scheduled Tribes
21. The Director of Higher Secondary Education
22. The Director of Collegiate Education
23. The Director of Technical Education
24. The Director of Public Relations (For immediate press release)
25. The Director of Health Services
26. All Other Heads of Departments
27. The Chief Town Planner
28. The Director, Kerala Institute of Local Administration
29. The Executive Director, Kudumbashree
30. The Chairman & Director, Information Kerala Mission
31. All District Planning Officers
32. All Deputy Directors of Panchayats
33. All Assistant Development Commissioners (General)
34. The Convenor, State Level Bankers Committee (Canara Bank,  
Thiruvananthapuram) (With C/L)
35. All Convenors, District Level Bankers Committees (With C/L)
36. All Departments in the Secretariat
37. The Director, Local Fund Audit, Thiruvananthapuram
38. State Performance Audit Officer
39. General Secretary, Kerala Grama Panchayat Association
40. Secretary, Kerala Block Panchayat Association
41. Secretary, Chamber of Municipal Chairpersons
42. Secretary, Chamber of District Panchayat Presidents
43. The Principal Accountant General (Audit), Kerala, Thiruvananthapuram  
(With C/L)
44. The Accountant General (A&E), Kerala, Thiruvananthapuram (With C/L)
45. The General Administration (SC) Department (vide item No.866/02-05-07)

Copy to:

1. The Secretary to Chief Minister
2. The Private Secretary to the Minister for Local Self Government
3. Private Secretaries to Other Ministers
4. The P.A. to Vice Chairman, State Planning Board
5. The Additional Secretary to Chief Secretary

## **GUIDELINES FOR PREPARATION OF XI<sup>TH</sup> FIVE YEAR PLAN**

### **1. INTRODUCTION**

- 1.1 Kerala now has an experience of a decade in decentralised planning by Local Governments. The People's Plan Campaign launched at the beginning of the Ninth Five Year Plan succeeded in evolving a working methodology for participatory planning by local governments.
- 1.2 Decentralisation has ensured equitable flow of funds to all the regions of Kerala. Decentralised planning has improved local capacity in understanding challenges related to development and in identifying strategies and programs to meet them. It has succeeded in improving the understanding of elected representatives of a wide range of development issues and has enhanced their capability to relate them to their local situation. It has resulted in motivating several experiments in local level development covering all sectors of development. It has enhanced the participation of people as well as resource persons from different walks of life in the process of local level planning. It has made local governance more responsive and transparent.
- 1.3 Decentralised planning has done well in provision of basic minimum needs in terms of housing, sanitation, water supply, power connection and physical connectivity. It has considerably improved infrastructure in public institutions. It has had a very positive effect in reducing poverty especially through the Kudumbashree approach.

### **2. ISSUES AND CHALLENGES**

Based on the lessons learnt from the experience of the last two Five Year Plans, it is necessary to address the following issues and challenges, as indicated below:

- (1) The plans and projects of the last two Five Year Plans were largely prepared on the basis of priorities arrived at, relying largely on perceptions of the elected representatives and officials in relation to the needs expressed by the people through Grama Sabhas, Ward

Sabhas and other participatory fora. In the XI<sup>th</sup> Five Year Plan there has to be rigorous assembling of available data and facilitation of their analysis by the people themselves so that the developmental priorities can be arrived at more scientifically and the best course of action adopted for attaining the developmental objectives from a set of possible options. This calls for evolving local norms and best practices for prioritizing problems and choosing the optional solution from a range of alternatives.

- (2) The quality of participation needs to be widened and deepened. Conscious efforts have to be made to ensure that every section of society participates in the Grama Sabhas and Ward Sabhas and takes active part in discussions and dialogues on local development issues, in prioritizing them and in suggesting the optimum solution. Such discussions need to move beyond a neighbourhood or local focus to a local government or even regional focus.
- (3) Local Governments must harness the services of best experts available in the plan preparation process. The different development departments of Government and the Local Governments will jointly ensure that every official transferred to Local Governments plays an active part in the plan preparation process.
- (4) As regards the type of plans, the focus has to shift to bringing about local economic development, and improving the quality of public services with focus on the poor and the marginalized. This calls for avoidance of small, wasteful projects and thin spread of resources and preparation of programmes and projects having significant development impact over large population and areas. Also careful planning is called for to achieve integration across sectors across local government boundaries and along tiers of Local Government. This approach implies a common plan preparation process for all the funds and schemes implemented through Local Governments including Centrally Sponsored and State Sponsored Schemes.

- (5) The Plans of individual Local Governments should organically merge into a District Plan emanating from a shared vision of development. This calls for an iterative process under the leadership of the District Planning Committee.

### **3. PRIORITIES AND STRATEGIES FOR ACHIEVING THEM**

#### ***3.1 Local Economic Development***

- (1) The topmost priority would be for local economic development to generate additional incomes and more job opportunities with focus on the relatively poorer sections of society. Within this, special priority would be given to revitalize agriculture especially food crops for which scientific natural resource management would be attempted through the process of integrated watershed management and Joint Forest Management. Particular emphasis would be given for eco-restoration with farm level plans as basic units prepared and integrated on the basis of a holistic assessment of a natural region. Group efforts of farmers would be encouraged even while attempting to restore the diversity of traditional homestead farming. Also proper coastal and wet land management would be initiated in such areas.
- (2) Efforts in the primary sector would be supplemented by strengthening of micro enterprises and encouragement of small and medium enterprises for value addition to the local products and their marketing. Priority would be given to traditional industries especially those affected by depletion of the natural resource base and agro-processing. The potential of clusters would be utilized to the maximum. Human resource development with emphasis on last mile training to bridge the employability gap, which could tap the opportunities in the growing tertiary sector, would be a key element.

#### ***3.2 Social Justice***

- (1) While attempting to bring about economic development social justice would be the overarching concern. The direct attack on poverty would be intensified, moving on to inclusion of the socially and

economically marginalized and excluded groups. Anti-Poverty Sub Plans would be mandatory in respect of Local Governments. 'ASRAYA' will be universalized in both rural and urban areas from the current year.

- (2) The quality of planning in respect of Special Component Plan and Tribal Sub Plan would be stepped up considerably. Plans would be prepared for each family and habitat on the basis of data to be obtained through a primary survey, the methodology of which would be intimated to the Local Governments separately. In the case of women, children, aged and disabled, status studies would be taken up in all Local Governments for which guidelines will be issued separately. Traditional Fishermen and other groups facing vulnerability also would get special attention.

### ***3.3 Enhancing the quality of public services***

This would have seven key elements as follows:

- (1) Improving the facilities for education and attaining higher standards in education through an integrated planning process covering Central and State Sponsored Schemes and Local Government funds.
- (2) Preparation of plans for improving public health as well as delivery of health services by converging the resources from Centrally and State Sponsored Schemes and Local Government budgets.
- (3) Upgrading the quality of services provided through the Anganwadi network with special emphasis on health, nutrition, pre-primary education and necessary infrastructure and facilities.
- (4) Total sanitation with priority for solid waste management to be planned for and implemented in all Village Panchayats, Municipalities and Corporations.
- (5) Provision of quality drinking water through community managed water supply schemes which would be universalized.
- (6) Providing shelter to every poor family under an integrated housing programme called EMS Housing Programme would be done in a

phased manner by pooling resources from Central, State and Local Government levels and supplementing them through institutional finance and local resource mobilization including cess and donations. Here the first priority would be for families living in porambokes and other landless families.

- (7) Implementing energy security through integrated energy plans to be prepared in each Village Panchayat, Municipality and Corporation pooling resources from the Central, State and Local Government levels to ensure that the optimum energy mix is tapped and every household is enabled to meet its energy requirements including electricity.

### ***3.4 Good Governance***

In order to improve the development functioning of Local Governments each Local Government has to prepare a good governance plan covering the following aspects:

- (1) Increasing people's participation in planning, implementation and monitoring.
- (2) Ensuring proper upkeep of accounts.
- (3) Creation of an integrated beneficiary database covering all benefits.
- (4) Revamping office systems in tune with the right to information to ensure maximum transparency and proactive disclosure.
- (5) Introducing E-governance applications for all public services.
- (6) Universalizing registration of birth, marriage and death.
- (7) Improving performance of civic duties in respect of Village Panchayats, Municipalities and Corporations.
- (8) Operationalising accountability features like citizen scorecards and social audit and eliminating corruption.
- (9) Preparation of detailed service delivery plans as part of Citizen Charters.
- (10) Inculcation of the culture of reaching out to the needy through proper extension systems.
- (11) Introduction of a public grievance redressal system.
- (12) Improving efficiency of officials including punctuality through training and performance assessment.
- (13) Introduction of a community based monitoring system through the Kudumbashree network.

#### 4. STEPS IN THE PLANNING PROCESS

##### A) Annual Plan 2007-08

4.1 Since preparation of full Five Year Plan would take some time it is necessary to prepare the Annual Plan 2007-08 following the steps outlined below:

(1) Quick situation analysis by local governments:

The Working Groups may be reconstituted as indicated in para 4.5 for the Five Year Plan and a quick analysis done as outlined thereof of the respective sectors to generate project ideas for the first year's programme of the XIth Five Year Plan and a report given. This will be further expanded and deepened for the purpose of the entire five year plan as outlined later in these guidelines.

(2) Quick consolidation of Working Group reports and holding of a meeting of all Local Governments by the DPC to decide immediate priorities to be followed in the Annual Plan.

(3) Holding of pre Grama Sabha / Ward Sabha consultations with key stakeholders with special reference to the following groups:

- (i) Farmers and agricultural workers
- (ii) People engaged in industrial activities and services (both traditional and modern) including workers
- (iii) All the Area Development Societies
- (iv) Headmasters and key PTA office bearers
- (v) Anganwadi workers and Mothers' Committee Chairpersons
- (vi) All Hospital Management Committee members of the Government Hospitals within the Local Government (of all three streams) and key medical professionals within the Local government from the NGO and private sector.
- (vii) Youth Clubs, youth organizations and activists and functionaries of the literacy and library movements, eminent persons in the field of arts and culture and representatives of disabled groups.
- (viii) Vanasamrakshana Samithies and environmental activists.
- (ix) Political parties and trade unions.

Suggestions would be sought separately for the Annual Plan and Five Year Plan.



(4) Holding of Grama Sabhas/Ward Sabhas:

This would be held with focus on the following:

- (i) Assessment of performance of last year's Plan.
  - (ii) Determination priorities for the Annual Plan 2007-08
  - (iii) Taking of preliminary decisions in respect of preparation of Watershed Plans.
  - (iv) Validation of BPL list.
- (5) Preparation of draft plan proposals by the Working Groups.
- (6) Discussion of the draft plan in development seminar.
- (7) Prioritization and resource allocation by the Local Governments.
- (8) Preparation of detailed projects by Working Groups.
- (9) Finalisation of Annual Plan 2007-08 by Local Governments and submission of the following documents to the DPC.
- (i) Documents relating to Grama Sabha/Ward Sabha, Working Group and Development Seminar
  - (ii) Expenditure statements of Annual Plan 2006-07 based on revised DPC proceedings
  - (iii) Plan document for 2007-08 containing same Chapters as previous Annual Plan and a new Chapter on Governance. (This would include full details of all spillover projects being continued during the current year).
  - (iv) Anti-poverty sub-plan for 2007-08
  - (v) Tribal Sub Plan for 2007-08 (wherever applicable)
  - (vi) Maintenance Plan for the year 2007-08.
  - (vii) Resolutions of the Local Government approving the Plans and spillover works.
  - (viii) Statement on Own Revenue used in Plan
  - (ix) Statistical Annexes
- The expenditure statement and the four documents (iii), (iv), (v), and (vi) should be given in electronic form also. The new formats should be used for projects.
- (10) Vetting of Plans by Technical Advisory Groups.
- (11) Approval of Plans by DPC and issue of proceedings.
- (12) After approval the DPC would consolidate the plans of Local Governments into a District Plan.

4.2 It may be noted that as far as possible Projects in the productive sector relating to agriculture and allied subjects would follow the principles of Watershed Management. Asraya would be universalized. In the case of Total Sanitation cent percent coverage of households should be provided for. As far as possible basic components of the energy plan which can be taken up during the Annual Plan should be included. Separate instructions would be issued on Akshaya after suitably restructuring it in the light of experience.

4.3 It must be ensured that all spillover commitments are completed fully during the Annual Plan itself. Also shortfalls in expenditure in respect of productive sector, SCP, TSP, Women Component Plan, Plan for disadvantaged groups etc., should be fully compensated during the current year itself.

4.4 The timetable for finalization of Annual Plan 2007-08 is given as Annexe-1.

**B) Full Five Year Plan 2007-12:** The steps outlined below are to be followed for preparation of the full XI<sup>th</sup> Five Year Plan.

**4.5 Step 1: Situation analysis by Local Governments**

4.5.1 The Working Groups of Local Governments may be reconstituted.

Working Groups are mandatory for the following sectors for the Eleventh Five Year Plan.

- (1) Watershed Management including Environment, Agriculture, Irrigation, Animal Husbandry, Dairying, Fisheries and related sectors.
- (2) Local Economic Development other than agriculture including local industries, promotion of private and community investment and mobilization of credit.
- (3) Poverty Reduction including housing
- (4) Development of Scheduled Castes
- (5) Development of Women and Children
- (6) Health
- (7) Water Supply and Sanitation including Solid Waste Management
- (8) Education, Culture, Sports and Youth
- (9) Infrastructure
- (10) Social Security including care of the aged and disabled
- (11) Energy
- (12) Governance Plan

- 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. In Urban Local Governments the Working Group on Poverty Reduction would look after Slum Development.
- 4.5.2 The above Working Groups are mandatory. More Working Groups as needed may be set up 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.
- 4.5.3 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 Groups on Watershed Management and Anti Poverty Sub Plan should be headed by the Chairperson herself. A leading 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. Other professional officials shall be its members. The suggestive list of Conveners for different Working Groups for different tiers is given in Annexe-2.
- 4.5.4 Members of a Working Group should be experts capable of contributing to it, specially invited by the Local Government. If experts from outside the local government jurisdiction are willing to work voluntarily in the Working Group they may also be included. 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, academic institutions, private establishments and from among outstanding individuals.
- 4.5.5 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.

- 4.5.6 The Working Group would have the power to co-opt members as well as set up Task Forces to perform assigned functions.
- 4.5.7 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.
- 4.5.8 It should be ensured that representatives of banks participate to the extent possible in the Working Group on Watershed Management as well as on Local Economic Development.

In Local Governments with Forest areas, officers of the Forest Department and the President and Secretary of Vanasamrakshana Samithies shall be inducted into the Working Group on Watershed Management.

- 4.5.9 The Working Groups have to prepare the following in respect of each sector:
  - (1) List of schemes taken up in the sector in Ninth and Tenth Five Year Plans by Local Governments.
  - (2) IKM will make available a report based on the data available with them for examination by the Local Governments. This shall be verified by the Local Government and finalized with necessary changes. Reconciliation with the treasury data may be done.
  - (3) Key indicators of physical and financial achievements of the above schemes.
  - (4) A comprehensive list of beneficiaries of the plan projects during the Ninth and Tenth Plans shall be prepared based on the current ward boundaries.
  - (5) A list of assets created during the Ninth and Tenth Plans shall be also prepared based on the current wards with rough sketches.

- (6) List out major schemes implemented in the sector by Government and other agencies within the Local Government.
- (7) The database relevant to the sector from all available secondary sources shall be prepared. If required quick surveys and studies may be taken up to fill up gaps.
- (8) Note on issues in the planning, implementation and monitoring aspects in the last ten years.
- (9) Preparation of problem matrix.
- (10) Note on key issues facing the sector, existing gaps, local potential for development in the sector, strategies for addressing the issues and achieving the potential for development.
- (11) Potential projects - for Plan and Maintenance Plan

For these tasks, the Working Group may do the following:

- (i) Verify records
- (ii) Conduct field visits
- (iii) Discuss with a sample of beneficiaries of the scheme
- (iv) Discuss with key stakeholders
- (v) Conduct surveys and studies

4.5.10 Working Groups should not function as watertight compartments. The Local Government should put in a system for frequent interaction among the key members of the Working Group so as to bring about cross-sectoral linkages - for example, the Working Groups on Watershed Management and Local Economic Development other than agriculture need to complement their functioning. Similarly the Working Group on Poverty Reduction has to interact with Working Groups for Development of Scheduled Castes, Development of Women and Children and Social Security. Likewise the Working Groups on Water Supply, Sanitation and Health need to supplement each other's efforts.

4.5.11 It is necessary to harness the services of all officials transferred to local governments in the functioning of respective Working Groups. Templates for Working Group reports covering different sectors would be circulated separately as part of a detailed circular on functioning of Working Groups.

4.5.12 Working Groups will continue their work after the preparation of the Annual Plan and prepare the outputs required for Five Year Plan.

**4.6 Step 2: Pre-Grama Sabha/Ward Sabha consultations**

Pre-Grama Sabha/Ward Sabha consultations with key stakeholders held for preparation of Annual Plan will be relied on for the Five Year Plan also.

**4.7 Step 3: Holding of Grama Sabhas/Ward Sabhas**

4.7.1 Grama Sabhas / Ward Sabhas would be held after sufficient environment creation and information dissemination through the media as well as specifically through educational institutions, people's organizations, work places and the Kudumbashree network. Six facilitators should be trained for each Grama Sabha/ Ward Sabha with three women nominated by the Area Development Society and one woman and two men identified unanimously by the Local Government concerned. The agenda should be semi-structured through a questionnaire covering key development issues within the Local Government as a whole rather than local issues. Detailed thematic discussions are to be held in break-out groups.

4.7.2 Through the questionnaire method and with the facilitation of trained personnel, the Grama Sabhas / Ward Sabhas would be asked to list out priorities clearly ranked. In the case of infrastructure like roads, buildings, irrigation schemes, water supply schemes, electrification the Grama Sabha/Ward Sabha should list out norms for prioritization and then prioritize for the whole Village Panchayat/Municipality/ Corporation. The intervention plans in Agriculture and allied sectors, Irrigation and Environment shall be based on watershed plans. Suggestions on maintenance of assets would be sought and recorded separately.

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

(1) Photographs

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

4.7.4 In the case of Block Panchayats, Grama Sabha like sessions would be held with all elected members of Village, Block and District Panchayats within their jurisdiction; in the case of District Panchayats this exercise would be limited to Standing Committee Chairpersons of Grama Panchayats and elected members of Block Panchayats and the District Panchayat.

#### **4.8 Step 4: Watershed planning - Initial steps**

4.8.1 All the steps envisaged in the G.O (MS) No. 295/06/LSGD, dated, 28/12/06 on Watershed Management (Annexe - 3) would be implemented up to the holding of Watershed Sabha. This step can start immediately without waiting other steps to be completed.

4.8.2 The key steps are:

(1) Setting up of Committees as follows:

- (i) District level Technical Support Group under DPC.
- (ii) Watershed Management sub-group as part of the Block level Technical Advisory Group.
- (iii) Watershed Management Working Groups in the Village Panchayat.
- (iv) Watershed Committees and the Technical Groups at the level of the watershed.

(2) Preparing a note on Watersheds in the area with reference to the River Basin.

(3) Collection and collation of details on watershed plans under implementation through Centrally Sponsored, State Plan and Local Government Plan schemes.

(4) Collection of different documents related to watersheds like Panchayat Resource maps, watershed master plans prepared earlier; watershed appraisal reports prepared earlier, maps prepared by Soil Survey Department and expert institutions etc.

(5) Holding of watershed-focussed Grama Sabhas along with the Grama Sabhas for Annual Plan 2007-08.

(6) Holding of Watershed Sabhas.

#### **4.9 Step 5: Preparation of Development Report and Vision Document**

4.9.1 This two-part document should be based on the outputs of the first three steps. A note on the methodology and the tool kit for preparation of the Development Report and Vision Document would be developed by KILA, and circulated.

4.9.2 For preparation of the Development Report and Vision Document, each local government should nominate a team consisting of officials and resource persons who would be given charge of writing different chapters. Involvement of functionaries of transferred institution shall be ensured. KILA would train two persons from this group besides a district resource team which would go around and ensure the quality of Development Reports and Vision Documents. The District Panchayats would not have a separate Development Report and Vision Document. The District Planning Committee would prepare the Development Report and Vision Document for the whole district.

4.9.3 The Development Reports and Vision Documents of Urban Local Governments would be prepared as City Development Plans incorporating the points laid down by the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) as well.

4.9.4 Development Report part would primarily analyze the development situation in the Local Government in respect of different sectors and also present an overall assessment of development. It will use all data available locally and also collect additional data required specially for the purpose. Development Report part would summarise the strategies followed in the Ninth and Tenth Plans, the key project interventions and their outcomes as assessed by the Working Groups as well as the beneficiaries.



4.9.5 The Vision Document part which would be added to the Development Reports, would go beyond five years and give the vision of overall development of the Local Government as well as development in different sectors.

#### ***4.10 Step 6: Draft Plan preparation at the Local Government level***

4.10.1 Each Local Government would decide the broad allocations for different sectors and call a meeting of Working Groups and arrive at a consensus on key strategies and priority schemes. This meeting should finalize the Discussion Paper containing the draft Plan proposals. The draft Five Year Plan (2007-12) document should consist of the following chapters.

- (1) Development scenario of the local government
- (2) Efforts during the past ten years
- (3) Success and failures
- (4) Physical and Financial achievements and outcomes in the Ninth and Tenth Plan
- (5) Strategic vision of the local government
- (6) Summary of possible projects sector wise within each sector giving the existing scenario, the intended scenario, size of the gap and the intended phases of filling up of the gaps with monitorable targets - separately for Plan and Maintenance plan.
- (7) Allocation of resources sub-sector-wise
  - (a) From Development Fund
  - (b) From Maintenance Fund
  - (c) From Own Revenue and General Purpose Fund
  - (d) From credit
  - (e) From people's contribution
- (8) Write up on Anti-poverty Sub Plan and Destitute Plan, Women Component Plan, Plan for Special Groups and Special Component Plan and Governance Plan - only very brief summaries.
- (9) Maintenance Plan (summary only)
- (10) Write up on credit linkages.
- (11) Write up on integration.
- (12) Write up on monitoring arrangements intended.

4.10.2 The Anti Poverty Sub Plan, Governance Plan, Maintenance Plan and wherever applicable, the Tribal Sub Plan should be separate documents where full details would be presented.

#### **4.11 Step 7: Development Seminar**

4.11.1 Development Seminars would be held with the participation of key representatives from different walks of life and professionals including two representatives nominated by each Grama Sabha/Ward Sabha, one male and one female. The Draft Plan and Maintenance Plan would be discussed in these seminars through group discussions. The gist of the Development Report and Vision Document would be circulated. The Development Seminar would thus fine-tune the specific strategies to be followed and fix the priorities. Each Local Government should have a key development theme for the Plan as a whole or for each of the five years related to the broad themes for the district developed by the DPC.

4.11.2 The following records of the development seminar are to be maintained.

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

#### **4.12 Step 8: Reorientation by Local Governments:**

The elected Councils of local governments would meet along with key members of Working Groups and consider the suggestions and recommendations of the development seminar and make suitable modifications of priorities, strategies and allocations.

#### **4.13 Step 9: Projectisation**

4.13.1 The Working Groups would then prepare detailed project reports within their allocation in the formats to be prescribed. In order to support the projectisation, IKM shall put in place a web based support system for project preparation with a shelf of development projects and establish a helpdesk. A series of project related templates shall be made available to substantially improve the quality of project preparation.

4.13.2 Working groups are responsible for the quality of projects. While preparing projects they should have a full understanding of the experience of last ten years. Working Groups would also be responsible

for proper technical assessment in matters like suitable type of irrigation projects, mix of measures in watershed management, source sustainability in water supply programmes, technological and managerial soundness in sanitation projects etc. The Working Groups should give accurate assessment of cost as well as environmental implications of projects having such implications.

- 4.13.3 The number of projects should be reduced significantly by completely avoiding small and low-impact projects and thin spread of resources. Detailed instructions on this would be issued separately.

#### **4.14 Step 10: Plan Finalization**

This would be done by the Local Government. The following documents have to be given to the DPC.

- (1) The documents relating to the Grama Sabha/Ward Sabha, Working Groups and Development Seminar
- (2) Two printed copies of the Development reports and two CDs.
- (3) Prescribed expenditure statements for the Five Year Plan 2002-07.
- (4) Eleventh Five-Year (2007-12) Plan Document.
- (5) Master Plan Document on Watershed development
- (6) Anti-Poverty Sub Plan
- (7) Tribal Sub Plan (wherever applicable)
- (8) Maintenance Plan
- (9) Governance Plan
- (10) Statistical Annexes
- (11) Details of own revenue included in the Plan
- (12) Resolutions of the Local Government approving the Plan

Document Nos. 3 to 9 shall also be given in electronic form to be developed by IKM.

#### **4.15 Step 11: Plan vetting by Technical Advisory Groups**

- 4.15.1 Technical Advisory Groups (TAGs) are to be reconstituted at the district level for Block Panchayats and District Panchayat, at the Block level for Village Panchayats and at the Municipality/Corporation level for Municipalities /Corporation with experts from departments, 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 TAG. The Secretary concerned, would be the Convener and Secretary of other TAGs. The TAGs should have sub groups for different sectors. The Chairpersons of TAGs other than the District and the Chairpersons and Conveners of sub-groups of all TAGs 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 including one non-official.

4.15.2 The functions of the TAGs are:

- (1) 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.
- (2) Ensuring that the plans are in accordance with prevailing technical guidelines.
- (3) Verifying whether the costing is appropriate and the phasing is reasonable.
- (4) Giving suggestions for innovative plans and integrated projects, which Local Governments may accept if they so desire.

However, it is clarified that TAGs 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 / Municipality / Corporation TAG may be referred to the District TAG for decision.

4.15.3 The TAG sub groups should go through every project in detail, visit sites if required and make suitable recommendations to the DPC. A checklist for vetting different kinds of projects would be prepared by KILA and these would be incorporated into an electronic process of appraisal. In case the TAG identifies any problem with Local Government projects it should hold discussions with the elected head and the implementing officer 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.

- 4.15.4 The appraisal of projects by Technical Advisory Group should be done scrupulously to ensure quality of the projects. The District Collectors may initiate appropriate action against those members of Technical Advisory Group who recommend projects without proper scrutiny.
- 4.15.5 The Local Governments would submit their plans in one lot to the Secretary of the TAG concerned and obtain receipt. The Secretary of TAG should conduct a quick preliminary scrutiny and then divide the projects among different sub groups of the TAG and pass them on to them for detailed scrutiny. The TAG shall not take more than 10 days for vetting the Plan of a local government.
- 4.15.6 The draft Plan of District Panchayats and Corporations should be submitted to a State Level Technical Group after vetting by TAG.
- 4.15.7 Technical Advisory Groups should submit a special report to the DPC on their general assessment of the quality of projects along with suggestions on improving the quality of implementation.

**4.16 Step 12: Approval by DPC**

The projects vetted by the Technical Advisory Groups should be considered in detail by the DPCs. Technical Advisory Groups may be asked to present their assessments before the DPC and a considered decision taken. DPCs should go beyond ensuring adhering guidelines to verifying whether the plans of local governments match the priorities outlined in their vision documents as well as the district vision. Also DPCs should not give adhoc clearances or conditional clearances. If DPCs feel that modification of a Local Government plan is necessary, discussions should be held with key representatives of the Local Government including the elected head. If there is a dispute that cannot be sorted out locally, the matter may be referred to the Co-ordination Committee at the State level.

**4.17 Step 13: Post approval steps**

A summary of the approved plan in an electronic form containing details like allocation, implementing officer, physical targets, implementation

charts etc., would be given to the office of the DPC for approval. Proceedings would be issued by the DPC based on this. This would be used for fund release by treasuries and monitoring purposes by the DPC.

#### **4.18 General Co-ordination**

It may be noted that there has to be smooth transition from one step to the other and the outputs of previous steps are properly used in the succeeding step. This is to be coordinated by a special Plan Committee to be set up by each Local Government under its elected head consisting of the Members of the Steering Committee along with four or five key members of the Working Groups.

### **5. SPECIAL METHODOLOGY FOR CERTAIN SECTORS**

While the general methodology outlined above and would be applicable to all sectors, certain additional features are included in the plan preparation methodology in respect of selected sectors as given below:

#### **5.1 Preparation of integrated watershed management plans.**

- 5.1.1 Integrated Water Management Plans need to be prepared with the full involvement of professional and the stakeholders. It is necessary to understand the linkages between water, soil and biomass so that a harmonious balance can be recreated through selected interventions, which would include engineering, non-engineering social and institutional components.
- 5.1.2 The preliminary steps outlined as per G.O.(MS) No. 295/06/LSGD dated 28-12-2006 may be followed up to the holding of the Watershed Sabha. Orders on the steps to be taken thereafter would be issued separately.
- 5.1.3 All schemes for improvement in Agriculture and allied sectors and Irrigation would organically evolve out of their framework - right down to Farm plans.
- 5.1.4 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.

5.1.5 All irrigation schemes within Watershed Management Plans should have at least 10% of the capital cost contributed by the benefitted 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.

5.1.6 Also all Village Panchayats, Municipalities and Corporations will initiate steps to prepare People's Biodiversity Register

**5.2 *Plan for local economic development:***

The District Planning Committee should compile data of the Micro-enterprise Survey and the Economic Census as well as other relevant data related to the economic development potential of the district including data on savings and credit. A special Committee should be set up for preparing a discussion paper on the potential for economic development in different sectors. Kudumbasree would co-ordinate this activity. Thereafter there should be a discussion with elected heads of Local Governments and other key representatives so that each Local Government is able to reorient its projects to achieve economic development.

**5.3 *Education Plan***

5.3.1 The District Planning Committee should constitute a resource group including experts from the Education Department, Project Office of SSA, DIET and other resource persons available in the district. This group would prepare a status paper on education in the district from available data. Thereafter a meeting of the heads of Local Governments, Chairpersons of the Standing Committees dealing with education, and Conveners of Working Groups on Education in respect of each Local

Government would be held by the DPC in suitable batches and broad consensus evolved on the strategies and priorities to be adopted at the level of each Local Government. Accordingly the Working Group will prepare plans for each Local Government consisting of the following elements:

- (1) Projects for improving quality of teaching and learning.
- (2) Projects for improving critical infrastructure related to library, laboratory and computer education.
- (3) Projects for improving support infrastructure like class rooms, recreational facilities etc.
- (4) Projects for upgradation and upkeep of library, laboratory, furniture, classrooms, mid-day meals and other facilities.
- (5) Projects on literacy, post-literacy and non-formal education.

5.3.2 After preparation of a total plan for education, the Local Government should classify the projects into three - (1) projects which are permissible under SSA guidelines, (2) projects which can be taken up using the Development Funds of Local Governments and (3) Maintenance plans for using Maintenance Funds.

5.3.3 For preparation of these plans, the Working Group will hold workshops at the level of each school involving all teachers, executive committee members of PTAs and representatives of students and get written reports on status of infrastructure and performance of the institution and prioritized suggestions on each of the five elements of the plan. These suggestions would be suitably integrated at the Local Government level. Also consultations on literacy and non-formal education would be held.

5.3.4 The resource group would vet the projects prepared by each of the Local Governments, hold discussions with them, if required, and then finally integrate the projects into a district level education plan and submit it to the DPC with suitable recommendations.

5.3.5 Plan for each local government should focus on education as a whole rather than only on hardware for individual institutions.



#### **5.4 Integrated Child Development Scheme (ICDS)**

5.4.1 DPC would cause each Village Panchayat, Municipality and Corporation to prepare an integrated ICDS plan consisting of the following elements.

- (1) Filling up gaps in infrastructure including provision of at least five cents for construction of Anganwadi, construction of the building, including baby friendly toilet and drinking water source.
- (2) Providing of nutrition as per ICDS standard to children attending Anganwadis.
- (3) Provision of nutrition as per the standards prescribed by Social Welfare Department to children in the age group 0 - 3 with procurement from Kudumbashree Units only.
- (4) Provision of special nutrition to adolescent girls.
- (5) Provision of teaching aids and toys to Anganwadis.
- (6) Provision of special honorarium to ICDS workers and helpers.

5.4.2 Thus the district would have a clear plan of action for provision of infrastructure as well as services in respect of ICDS. A detailed action plan for provision of site and building for every anganwadi within the XI<sup>th</sup> Five Year Plan is mandatory. While the resources for nutrition have to be shared in rural areas between Block and Village Panchayats in the ratio 1 : 2, in the case of provision of infrastructure and teaching aids the District Panchayat may also set apart funds as decided by DPC. In urban areas, Municipalities and Corporations would meet the full cost.

#### **5.5 Health Plan**

5.5.1 In the health sector also a resource group would be constituted by the DPC including professionals from government and outside, health activists and members of the Rural Health Mission. The resource group would prepare a status report on the health situation in the district using available data. The DPC would then hold a meeting of all heads of Local Governments; Chairpersons of Standing Committees dealing with health and convenors of Working Groups dealing with health in suitable batches and arrive at a consensus on the development strategies and priorities to be adopted during the plan period. Thereupon the Working Groups of Local Governments would prepare detailed plans consisting of following elements :

- (1) Projects for preventive health care including of use of community-based volunteers
- (2) Projects for improving curative health care
- (3) Service delivery plan for each institution to improve quality of services and management of the institution
- (4) Project for new infrastructure and equipments
- (5) Project for upgradation and upkeep of existing infrastructure and equipments using Maintenance Funds.

This Working Group would interact closely with the Hospital Management Committee while preparing the projects.

5.5.2 Here again the focus would be on health as a whole rather than on hardware of individual hospitals.

### **5.6 *Anti-poverty Sub Plan***

5.6.1 Preparation of Anti-poverty Sub Plan as per the methodology developed by Kudumbashree (Annexe - 4) is mandatory for all Local Governments. As part of this Sub Plan a prioritized list of families should be prepared from the new BPL list for providing shelter to all of them. This should be in two parts - one for provision of house sites and houses and the other only for provision of houses. It is mandatory to provide every landless person with house site and house within the first two years of the 11<sup>th</sup> Five Year Plan.

5.6.2 Village Panchayats, Municipalities and Corporations would have to compulsorily take up ASRAYA for destitutes following the methodology given in Annexe - 5.

5.6.3 In urban areas, a plan for slum-free Kerala would be prepared by every Local Government to be implemented with support from Government of India under IHSDP and BSUP.

### **5.7 *Total Sanitation***

5.7.1 Preparation of total sanitation plans has already started with effect from 2<sup>nd</sup> October 2006. This process would be carried to the final stage. All Village Panchayats, Municipalities and Corporations should have a sanitation plan consisting of the following elements:

- (1) Solid waste management

- (2) Liquid waste management
- (3) Household toilets - to ensure full coverage in 2007-08 itself.
- (4) Environmental sanitation of homesteads and campuses
- (5) Sanitation of drinking water wells
- (6) Toilets in public institutions
- (7) Market waste management

5.7.2 Since sanitation is a mandatory function of Village Panchayats, Municipalities and Corporations, a comprehensive action plan is to be prepared. It should also include setting up of hygienic slaughterhouses and opening of burial grounds and crematoria. The DPC may facilitate synergy and partnership among Local Governments in order to optimize investments in respect of different elements of sanitation.

## **5.8 *Water Supply***

5.8.1 The District Planning Committee would set up a resource group on drinking water, drawing experts from KWA, Jananidhi and other expertise in the sector. This group would develop a status report on the position of several drinking water supply schemes in the district. The DPC and the resource group would interact with elected heads of Local Governments, chairpersons of Standing Committees dealing with water supply and conveners of Working Groups dealing with water supply. The Working Groups would map areas and households without drinking water supply and suggest an action plan for phased coverage.

5.8.2 The Olavanna model of community based water supply schemes alone would be taken up with at least 10% beneficiary contribution with suitable cross-subsidies as decided by the Local Government to help the poor. The operation and maintenance and management of the water supply schemes should be with the beneficiary groups. The DPC would ensure that there is integration with Jananidhi, Swajaladhara, ARWSP and other schemes implemented by Kerala Water Authority to avoid overlaps and duplication.

### **5.9 *Special Component Plan***

A household survey would be conducted of all scheduled caste households and the location mapped so as to identify all the SC habitats consisting of at least five households. Thereafter habitat based plans would be prepared for providing basic minimum needs to households like housing, sanitation, electricity etc. Then minimum needs of habitats like water supply, streetlights and other common facilities would be identified. The data would be analyzed further and necessary plans prepared for improving capabilities as well as providing assistance for achieving economic development through self-employment or wage employment with greater emphasis on jobs in the emerging sectors. Each DPC would hold a special interaction with experts and activists to generate project ideas.

### **5.10 *Tribal Sub Plan***

5.10.1 For preparation of the Tribal Sub Plan also, a household survey would be taken up along with habitat survey and mapping done. The procedure originally prescribed as per G.O.(MS) No.54/03/Plg; dated, 31/05/03 is slightly modified and given as Annexe - 6.

5.10.2 While the focus would be on oorus or hamlets, development of growth centres for certain common facilities and services would also be taken up.

5.10.3 In order to observe the quality of plan preparation process especially the involvement of Oorukootams and proper assessment of priorities, LSGD, SC/ST Development Department and SPB would nominate Social Auditors from among persons of integrity and commitment to the cause of tribal development.

### **5.11 *Energy Plans***

5.11.1 All Local Governments would prepare integrated total energy plans focusing on the following:

- (1) Providing electricity to all unelectrified houses at one unit per capita per day.

- (2) Improving the efficiency of street lighting as well as domestic lighting in the first year, it is mandatory to meter all streetlights through KSEB.
- (3) Line Mapping
- (4) Harnessing non-conventional energy sources including biomass for domestic and public purposes.

5.11.2 Total energy plans would aim at conservation as well as evolving a sustainable mix of energy generated from different sources as suited to the locality. Each plan will specially take into account the need to have a positive impact on the local environment through the choice of the energy mix. These plans will be integrated with those of ANERT and Energy Management Centre.

## 5.12 Connectivity Plans

5.12.1 A core network of roads would be prepared linked to Highways and Major District Roads and reaching up to the smallest habitation at the other end. Village Panchayats would prepare the network of all such roads within their jurisdiction and send it to the Block Panchayat, which would integrate, and focus on connectivity among Village Panchayats. And this integrated road network should be sent to the DPC, which would collect the networks of Municipalities and Corporations and prepare a spatial database for the whole district. Thereafter a meeting would be held of all Local Governments in the presence of experts drawn from Government, and academic institutions and priorities decided based on norms. Only works identified thus, should be taken up and when a road is taken up it should be completed as a single project even if it is spread over more than one year. The Connectivity Plan should be integrated with PMGSY and RIDF.

5.12.2 The Connectivity plan would have two components - one for upgradation and new roads and the other for maintenance of existing roads.

5.12.3 The District Panchayat should first take up only the Village roads and Other District Roads (ODRs) as classified by the PWD. Only thereafter new roads linking more than one Block Panchayat having at least eight metres width should be taken up relaxable by DPC up to six metres

within SC/ST habitats and coastal areas. In Idukki and Wayanad, the District Panchayat can take up new roads connecting more than one Village Panchayat 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.

5.12.4 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, if the DPC after getting an inspection done is convinced that land is not available.

5.12.5 Only Village Panchayats, Municipalities and Corporations may undertake construction of roads of less than eight metres width.

### **5.13 Sports facilities**

In order to upgrade the quality of life, especially of youth, all Local Governments may identify and develop playgrounds in each ward and a stadium of reasonably good quality at the level of the Local Government. In this respect not only a Five Year Plan but a perspective plan may be prepared.

### **5.14 Good Governance Plans**

It is mandatory for all local governments to prepare actionable plans with targets and time limits for improving quality of governance with special focus on the elements listed in Para 3.4 :

## **6. INTEGRATION**

The various aspects of integration of plans have to be built into the Plan. The kinds of integration which can be attempted are illustrated below:

### **(1) 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

by the Local Government to the State Plan Scheme like equipping an operation theatre constructed with State fund. 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.

*(2) 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 unit cost up to limits permitted by the State Government.

*(3) 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 as per the guidelines of the Centrally Sponsored Scheme concerned, should be taken up using those funds. Once this matching is done, action plan for the CSS can be culled out of the total plan, as required by the guidelines of that scheme. In other words, different types of plan preparation for different sources of funds should not be done.

NREGA is already under implementation in four districts namely, Wayanad, Palakkad, Kasaragode and Idukki. It is expected to cover all districts in the next one or two years. Therefore integration with NREGA is most important as it is demand led and open ended. Local Governments should take conscious steps to ensure that all labour intensive works are taken up under NREGS and the material intensive component taken up as the next phase work under Plan.

*(4) Horizontal Integration:*

This implies providing backward and forward linkages within a Local Government or within Local Governments in a tier. 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.

*(5) Vertical Integration:*

This implies that higher tier Local Governments should perform activities, which have the advantages of scale and which cannot be achieved by the lower tier Local Governments and also take up projects complementing those taken up by lower tiers. In order to achieve this, the Block Panchayats should study 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.

*(6) Sectoral Integration:*

This implies that instead of taking up one development component a group of related issues could be addressed within a sector. 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.

*(7) 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.

*(8) 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. Watershed projects could be spatially integrated to cover the whole River Basin.

## **7. RESOURCE MOBILIZATION**

On resource mobilization the following points need to be adhered to:

- (1) Local Government may add 10% per year to the allocations under Development Fund and Maintenance Fund, with 2007-08 as the base for calculating the resources available for the Five Year Plan.
- (2) There should be maximum efficiency and economy in resource use. Based on the experience of the Ninth and Tenth Plans all projects resulting in inefficient or wasteful use of resources should be avoided. Each Local Government may undertake an exercise to identify such projects and investments which need to be avoided.
- (3) As people are in the centre stage of the planning process and their priorities are being accepted, they would naturally be willing to supplement the resources of Local Governments with donations in cash and kind, as well as shramdan. Ideally, at least 25% of the actual investment in a year should be mobilized through community action.
- (4) Local Governments should increase their own revenues by eliminating "escaped tax" and improving efficiency in collection of tax and non-tax revenues.
- (5) The surplus of own revenue after meeting the establishment and non-development expenditure and surplus from General Purpose Fund should be added to the Development Fund for preparation of projects. This amount should be on the basis of actuals with reference to 2006-07 to be decided as per accounts certified by the Secretary of the Local Government. This additional amount from own revenue and General Purpose Fund need not be reckoned for determining sectoral ceilings and mandatory allocations.

- (6) It is necessary to maximize credit linkage of schemes prepared by Local Governments. The District Collector should hold a special meeting of District Level Bankers Committee to which the DPC Chairperson, heads of urban local governments and special invitees of the DPCs from Village Panchayats and Block Panchayats are invited. The DLBC should come out with concrete recommendations on credit linkages. Thereafter special BLBCs should be organized as per a time table to be set by DLBC. To these special meetings, the Presidents of Block and Village Panchayats should be invited along with charge officers of Kudumbashree. The draft plans for credit linkages should be discussed in the BLBC and DLBC as the case may be and such plans fine tuned to make them worthy of credit linkage.

## **8. SECTORAL CEILINGS AND FLOORS**

### **8.1 For calculating ceilings and floors the following may be excluded:**

- (1) Contribution to externally aided programmes like Jalanidhi and KSUDP
- (2) Amount set apart for Akshaya
- (3) Amount set apart for nutrition projects through Anganwadis
- (4) Amount set apart for solid waste management projects
- (5) Amount set apart for Asraya.

### **8.2 The sectoral ceilings and floors are -**

- (1) In rural areas ceiling for infrastructure under general sector would be 20%. Infrastructure would include roads, bridges, office and furniture for redeployed staff, side protection walls etc.
- (2) A minimum of 40% of General Sector Development Fund would be earmarked for productive sector in rural areas. Productive sector would include the following: agriculture, animal husbandry, dairy development, fisheries, industries, traditional markets, watershed management including rainwater harvesting and waste treatment plants producing manure, units producing power, slaughter houses, construction of Krishi Bhavans, veterinary hospitals and industrial units, training for self-employment etc.

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.

- (3) For service sector there is no separate ceiling or floor and the Local Government is free to provide any amount after setting apart the mandatory amount required for the productive sector and other mandatory allocations. Service sector projects would cover all health projects including construction of hospitals, all education projects including construction of schools, all projects related ICDS including construction of anganwadis, extension of electricity lines, water supply, strengthening of libraries including construction, construction of play grounds/stadiums, developing burial grounds etc.
- (4) In each of the sectors (productive, infrastructure and service) up to 15% of the sectoral allocation may be set apart for the maintenance of assets already created.
- (5) Up to 10% of the general sector Development Fund can be set apart for a specific sectoral or integrated development intervention other than infrastructure, if it is a five year project outside the sectoral ceilings and floors.
- (6) For SCP, the ceiling on infrastructure is 20%. There is no mandatory minimum or maximum for the productive or service sectors under SCP.
- (7) For TSP the ceilings and floors are prescribed in the guidelines in Annex 6.

(8) In urban areas the ceilings/mandatory amounts under general sector Development Fund are as follows :

- Productive Sector - 10% minimum
- Infrastructure sector - 50% maximum

(9) In addition to the above sectoral ceilings and floors, the following mandatory minimum allocations calculated as percentage of total plan allocation are prescribed.

- (i) Women Component Plan : 10%
- (ii) Plan for disadvantaged Groups (children, aged, disabled) : 5%
- (iii) Slum Development including resettlement of poramboke dwellers in urban areas: 10%

(10) Three percent of individual beneficiaries should be from the disabled.

(11) If in the Annual Plan 2006-07, 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 infrastructure sector or if any such deviation for the previous years has not yet been fully compensated for, an equivalent amount of compensatory provision must be made in the Annual Plan 2007-2008. Similarly any such shortfall in the expenditure for SCP, TSP, Plan for special group consisting of children, disabled and the aged and Women Component Plan should also be compensated in 2007-08 itself.

## **9. ROLE OF DPC AND PREPARATION OF DISTRICT PLAN**

9.1 The DPC would coordinate the preparation of decentralized plans and also integrate them into a District Plan. The DPC would take the following steps:

- (1) Prepare a data base collecting statistics related to different facets of development of the district from all available sources. The District Planning Office and the District Statistical Office would carry out this work.

- (2) Collect and integrate the reports prepared by different Working Groups including the problem matrices and resource groups and prepare a consolidated discussion paper.
- (3) Hold a meeting of all elected heads of Local Governments and key officials of the district along with resource teams and identify the priorities for development in the district. For this exercise the data base and the discussion papers would be fully utilized. This discussion could be done thematically over two or three days.
- (4) Thereafter a calendar for plan preparation should be prepared by the DPC.
- (5) DPC should organize expert consultations with academic institutions and research institutions to improve the quality of planning.
- (6) The DPC should prepare the District Development Report, and Vision Document, which would incorporate the human development report of the district as well.
- (7) The DPC shall mandatorily bring together all available data on a spatial platform as a decision support system. The District Town and Country Plan Office would provide the technical support for this exercise.

Plans related to the following have to be overlaid on maps:

- (i) Connectivity plan
  - (ii) Electricity line extension plan
  - (iii) Water supply plan
  - (iv) Anganwadi construction plan
  - (v) Plan for play grounds / parks
  - (vi) Plan for burial grounds and crematoria
  - (vii) Plans for slaughterhouses
- (8) A separate circular will be issued on the preparation of the District Plan.

9.2 The DPC would take the lead in the preparation of the following plans with special methodologies:

- (i) Watershed management and local economic development plan
- (ii) Health plan

- (iii) Education plan
- (iv) Total sanitation plan
- (v) Water Supply Plan
- (vi) Energy plan
- (vii) Connectivity Plan
- (viii) Special Component Plan
- (ix) Tribal Sub Plan
- (x) Anti-poverty Sub Plan
- (xi) Women Component plan
- (xii) Plan for children (including ICDS), aged and the disabled
- (xiii) Governance Plan
- (xiv) Plan for Sports

9.3 The DPC would ensure that the number of projects is reduced by enforcing the instructions to avoid small and low impact projects and thin spread of resources.

9.4 The DPC would integrate all the plans into a District Plan with a spatial platform as well.

## **10. ORGANIZATIONAL AND SUPPORT ARRANGEMENTS**

### **10.1 *Co-ordinators***

At the District, Block, Corporation and Municipality level, Co-ordinators from various departments and institutions shall be positioned on working arrangement basis for the period from June 2007 to March 2008, based on the pattern followed during the initiation of the Ninth Five Year Plan. Each District and Block Panchayat, Municipality and Corporation may unanimously draw up a ranked panel of three officials whose services could be obtained on full time basis from their parent department, one of whom would be appointed as per the rank, dependency and availability, as the Plan Co-ordinator. The proceedings would be issued by the District Collector and Member Secretary of the DPC.

### **10.2 *Training***

KILA will conduct the training for the following groups :

- (1) DPC Members
- (2) All elected heads
- (3) All Standing Committee Chairpersons

- (4) Other elected members
- (5) All implementing officers
- (6) Working Group members
- (7) Grama Sabha /Ward Sabaha facilitators including for Watershed sabhas
- (8) Development Report and Vision Document preparation teams and resource persons
- (9) Development Seminar facilitators
- (10) Technical Advisory Group members
- (11) Engineering staff
- (12) Special training for those involved in watershed planning
- (13) SC/ST Promoters

### ***10.3 Preparation of Tool Kits***

KILA has to facilitate preparation of the following:

- (1) Tool kit for plan preparation covering the following stages.
  - (i) Working Group Reports
  - (ii) Development Reports and Vision Documents
  - (iii) Conduct of Grama Sabha/Ward Sabha
  - (iv) Conduct of Pre-Grama Sabha/Ward Sabha stakeholder consultations
  - (v) Conduct of Development Seminars
  - (vi) Plans following special methodology
  - (vii) District Plans
- (2) Format for Plan preparation and templates for projects in consultation with IKM
- (3) Check list for vetting of plans in consultation with IKM
- (4) Handbooks for different sectors

### ***10.4 Arrangements at the State level***

- (1) At the State level a Resource Group would be set up in the LSGD. It would consist of the following persons drawn on working arrangement.

State Planning Board	:	3 persons
Rural Development Department	:	5 persons
Kudumbasree	:	2 persons
Panchayat Department	:	2 Persons
Urban Affairs Department	:	1 person

Town Planning Department	:	1 person
Finance Department	:	1 person
Information Kerala Mission	:	1 person
KILA	:	2 persons
SIRD	:	1 person
Other resource persons	:	8 (including retired officials)

The members of the resource group may be drawn in such a way so as to represent different development areas as well as cross-cutting areas like gender, poverty etc.

- (2) Officials from Government, Public Sector or autonomous agencies under Government would be deemed to be on duty on the days they participate in the meetings of various Committees/Groups indicated in this guidelines and the Secretary of the Local Government and the District Planning Officer, are authorised to issue attendance certificates.

#### ***10.5 R & D support***

LSGD would arrange support to DPCs from the major R & D and professional institutions to enrich the quality of district level plans.

#### ***10.6 District level set up***

A Plan preparation support group would function under the overall guidance of the DPC. It would be headed by the Government nominated expert of the DPC. The Chief Co-ordinator would be the District Planning Officer. The Co-ordinator would be the Project Director of the Poverty Alleviation Unit or any of the ADCs in the District, as decided by the DPC.

There would be sectoral resource teams each having about 5 to 7 members manned by officials, retired officials, professionals and resource persons and set up by DPC. The teams would be for the following areas:

- (1) Agriculture and Watershed management
- (2) Animal Husbandry
- (3) Fisheries
- (4) Education
- (5) Health



- (6) Industrial Enterprises and Skill Development
- (7) Water Supply, Sanitation
- (8) Poverty
- (9) Women and Child Development
- (10) Social security
- (11) SC and ST Development
- (12) Energy security and environment
- (13) Infrastructure
- (14) Improving governance and delivery of public services

**10.7 *Special arrangement at the Village Panchayat level***

The process of preparation of the plans by the Village Panchayats would be co-ordinated by the Agriculture Officer.

**10.8 *Interaction at the State level***

There would be interaction with DPCs by the State Planning Board and LSGD at the time of fixing of priorities by each DPC. In these interactions key members of the DPC including special invitees would be participating.

**11. CALENDAR OF ACTIVITIES**

The calendar of activities for preparation of the Five Year Plan is given as Annexe - 7.

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**A-TIME TABLE FOR PREPARATION OF ANNUAL PLAN 2007-08**

<i>Activity</i>	<i>Last Date</i>
(1) Reconstitution of Working Groups	: 31 <sup>st</sup> May 2007
(2) Situation analysis and preparation of Reports for the Annual Plan 2007-08 by Working Groups	: 06 <sup>th</sup> June 2007
(3) Consolidation of Working Group reports and holding of a meeting of all Local Governments by the DPC to decide immediate priorities to be followed in the Annual Plan 2007-08	: 12 <sup>th</sup> June 2007
(4) Pre-Grama Sabha/Ward Sabha consultations	: 16 <sup>th</sup> June 2007
(5) Conduct of Grama Sabha/Ward Sabha for fixing priorities for the Annual Plan 2007-08, constitution of watershed sabhas in rural areas and approval of BPL list	: 30 <sup>th</sup> June 2007
(6) Consultation of Block Panchayats and District Panchayats with other tiers	: 5 <sup>th</sup> July 2007
(7) Draft Plan preparation by Local Governments	: 10 <sup>th</sup> July 2007
(8) Development Seminar	: 16 <sup>th</sup> July 2007
(9) Projectisation, Plan finalisation and submission of Plan to the DPC through Technical Advisory Group	: 31 <sup>st</sup> July 2007
(10) Approval by DPC	: 14 <sup>th</sup> August 2007

**B- TIME TABLE FOR PREPARATION OF TRIBAL SUB PLAN (2007-08)**

<i>Activity</i>	<i>Last Date</i>
(1) Reconstitution of Working Groups	: 31 <sup>st</sup> May 2007
(2) Environment creation and situation analysis by Working Groups	: 15 <sup>th</sup> June 2007
(3) Oorukootam meetings	: 30 <sup>th</sup> June 2007
(4) Plan Formulation meeting at the Village Panchayat/ Municipality level	: 05 <sup>th</sup> July 2007
(5) Draft Plan finalisation by all Local Governments	: 10 <sup>th</sup> July 2007
(6) Development Seminar	: 16 <sup>th</sup> July 2007
(7) Plan finalisation and submission of Plan to the DPC through Special Committee of TAG	: 31 <sup>st</sup> July 2007
(8) Approval by DPC	: 14 <sup>th</sup> August 2007
(9) Plan Publicity	: 31 <sup>st</sup> August 2007

## SUGGESTIVE LIST OF CONVENORS OF WORKING GROUP

## 1. Village Panchayat

<i>Working Group</i>	<i>Convenor</i>
1.1. Watershed Management including Environment, Agriculture, Irrigation, Animal Husbandry, Dairying, Fisheries and related sectors.	: Agricultural Officer
1.2. Local Economic Development other than agriculture including local industries, promotion of private and community investment and mobilization of credit.	: Village Extension Officer / Lady Village Extension Officer
1.3. Poverty Reduction	: Member Secretary of the Community Development Society
1.4. Development of Scheduled Castes	: Village Extension Officer
1.5. Development of Women and Children	: I.C.D.S. Supervisor
1.6. Health	: Medical Officer (PHC)/ Medical Officer (Ayurveda Dispensary/ Hospital)/ Medical Officer (Homeo Dispensary)
1.7. Water Supply and Sanitation including solid waste management	: Village Extension Officer/ Lady Village Extension Officer
1.8. Education, Culture, Sports and Youth	: Head Master (Lower Primary School)
1.9. Infrastructure	: Assistant Engineer, Village Panchayat
1.10. Social Security (including care of the aged and disabled)	: I.C.D.S. Supervisor
1.11. Energy	: Secretary, Village Panchayat
1.12. Governance Plan	: Secretary, Village Panchayat
1.13. Development of Scheduled Tribes	: TEO / Secretary, Village Panchayat

## 2. Block Panchayat

<i>Working Group</i>	<i>Convenor</i>
2.1. Watershed Management including Environment, Agriculture, Irrigation, Animal Husbandry, Dairying, Fisheries and related sectors.	: Assistant Director (Agriculture)

<i>Working Group</i>	<i>Convenor</i>
2.2. Local Economic Development other than agriculture including local industries, promotion of private and community investment and mobilization of credit.	Secretary Block Panchayat/ Industries Extension Officer
2.3. Poverty Reduction	Secretary, Block Panchayat
2.4. Development of Scheduled Castes	SC Development Officer
2.5. Development of Women and Children	C.D.P.O.
2.6. Health	Medical Officer (CHC)/Medical Officer (Ayurveda Dispensary/Hospital)/ Medical Officer (Homeo Dispensary)
2.7. Water Supply and Sanitation	Secretary, Block Panchayat
2.8. Education, Culture, Sports and Youth	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. Energy	Secretary, Block Panchayat
2.12. Governance Plan	Secretary, Block Panchayat
2.13. Development of Scheduled Tribes	Tribal Extension Officer / TDO/ Secretary, Block Panchayat
<b>3. District Panchayat</b>	
<i>Working Group</i>	<i>Convenor</i>
3.1. Watershed Management including Environment, Agriculture, Irrigation, Animal Husbandry, Dairying, Fisheries and related sectors.	Principal Agricultural Officer
3.2. Local Economic Development other than agriculture including local industries, promotion of private and community investment and mobilization of credit.	Assistant Development Commissioner (General)/ General Manager (DIC)
3.3. Poverty Reduction	District Mission Co-ordinator, Kudumbashree
3.4. Development of Scheduled Castes	District Development Officer (SC)
3.5. Development of Women and Children	District Programme Officer (Social Welfare)
3.6. Health	District Medical Officer/ DMO (Ayurveda) / DMO (Homeo)
3.7. Water Supply and Sanitation	ADC (General)

<i>Working Group</i>	<i>Convenor</i>
3.8. Education, Culture, Sports and Youth	: 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. Energy	: Secretary, District Panchayat
3.12. Governance Plan	: Secretary, District Panchayat
3.13. Development of Scheduled Tribes	: TDO/PO (ITDP)

#### 4. Municipalities & Corporations

<i>Working Group</i>	<i>Convenor</i>
4.1. Watershed Management including Environment, Agriculture, Irrigation, Animal Husbandry, Dairying, Fisheries and related sectors.	: Agricultural Officer/ Assistant Director/ Deputy Director (Agriculture)
4.2. Local Economic Development other than agriculture including local industries, promotion of private and community investment and mobilization of credit.	: Industries Extension Officer / Secretary, Municipality / Corporation
4.3. Poverty Reduction	: Project Officer, UPA Cell
4.4. Development of Scheduled Castes	: SC Development Officer
4.5. Development of Women and Children	: Assistant C.D.P.O.
4.6. Health	: Medical Officer (Taluk Hospital)/ Medical Officer (Ayurveda Dispensary/ Hospital)/Medical Officer (Homeo Dispensary) / Health Officer of the Municipality/Corporation
4.7. Water Supply and Sanitation	: Secretary, Municipality/Corporation/ 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. Energy	: Secretary, Municipality/Corporation
4.12. Governance Plan	: Secretary, Municipality/Corporation
4.13. Development of Scheduled Tribes	: Tribal Extension Officer/ Secretary, Municipality



## GOVERNMENT OF KERALA

### Abstract

Local Self Government Department-Guidelines for the Preparation of Watershed Development Master Plans- First phase activities- Approved- orders issued

### Local Self Government (DP) Department

**G.O (M.S) No.295/06/LSGD**

**Dated, Thiruvananthapuram 28-12-2006**

- Read: - 1. G.O. (M.S.) No. 44/99/ Plg dated 27-9-1999  
 2. G.O. (M.S.) No. 8/2000/ Plg dated 15-2-2000  
 3. G.O. (M.S.) No. 20/2002/ Plg dated 06-06-2002  
 4. G.O. (M.S.) No. 40/2004/ Plg dated 31-03-2004

### ORDER

The Government took an important policy decision during the IXth Plan period that the development plans of the Local Governments (LSGs) should be on watershed basis. As part of this decision, various committees were constituted at different levels as per GOs read first and second above, and the initial steps for the preparation of Watershed Master Plans were also taken. Micro watersheds of approximately 500 ha size were delineated and Watershed Appraisal Reports were also prepared at the Block level.

On the basis of the decision of the Government to continue the watershed based approach during the Xth Plan period also, directions were issued to take up further activities for the preparation of the Watershed Master Plans and in the case of agriculture and allied sectors it was made compulsory that the development plans should be watershed based as per GOs read as third and fourth above. But, most of the LSGs could not prepare their development plans on a watershed-based approach. Similarly, the process of preparation of Master Plans could not be completed.

In the context of the implementation of Integrated Wasteland Development Project (IWDP/Hariyali), Western Ghats Development Programme (WGDP), and National Watershed Development Programme for Rainfed Areas (NWDPR), which are Centrally sponsored watershed based development programmes and National Rural Employment Guarantee scheme which gives top priority for watershed development, Government have decided that the XI Plan proposals of the LSGs should be on watershed approach.

In the above circumstances, Government are pleased to issue orders approving the following guidelines as part of the first phase of activity involving the constitution of various committees at different levels, their structure, responsibilities, and functions for the preparation of the watershed development master plans.

#### **A. Committees at various levels, their structure and responsibilities.**

##### **1. District Level Technical Support Group**

- 1.1 The District Planning Committee (DPC) should take leadership for the preparation of watershed development Master Plans in the District. For coordinating the district level activities, and for giving leadership for training,

monitoring and evaluation, the DPC should constitute a Technical Support Group. It should be constituted in the full meeting of the DPC including special invitees and Joint Secretaries.

- 1.2 The Principal Agricultural Officer, District Planning Officer/Deputy Planning Officer, District Animal Husbandry Officer, Deputy Director(Dairy Development), District Soil Conservation Officer, Deputy Director (Soil Survey), Deputy Director(Fisheries),Executive Engineer(Minor Irrigation), Divisional Forest Officer, Executive Engineer (Kerala Water Authority) District Officer (Ground Water Dept), representative of Kerala Rural Water Supply and Sanitation Agency (Jalanidhi), District Mission Coordinator( Kudumbasree), and the District Coordinator(Information Kerala Mission) shall be the official members of the Technical Support Group.
- 1.3 Besides the official members, the experts in the field of watershed development from the Universities including the Kerala Agricultural University, Engineering Colleges, Polytechnics, Academic Institutions, Research and Development Institutes, and Non Governmental Organizations should also be included in the Technical Support Group. Only those with expertise and experience in the fields of soil, water, and biodiversity management should be included in the group.
- 1.4 Government shall nominate the Chairman of the Group and also not less than four expert members.
- 1.5 The Assistant Development Commissioner (Social Mobilization) will be the convener of the Group. The office of the ADC (Social Mobilization) will function as the Secretariat of the Technical Support Group.
- 1.6 Major duties and responsibilities:-
  - To coordinate all the activities connected with watershed development in the District.
  - To give leadership to the extensive training programmes for Block level Technical Advisory Groups and their Watershed Management sub-groups, Watershed Management Working Groups of Grama Panchayats, and watershed committees.
  - To procure various maps required for planning (cadastral maps, watershed atlas, resource maps, land use maps etc) from various agencies and make them available at the local level for the planning process.
  - To collect information and details of various centrally sponsored/state/other schemes so far implemented in the watersheds, and also other relevant data required for watershed development planning and to make them available at the local level.
  - To provide required technical support and guide the Block level Watershed Management Sub Group, Watershed Management Working Group and Watershed Committees.
  - To review and scrutinize the watershed development master plan at the local level and to forward it to the District Planning Committee.

## **2. Watershed Management Sub Group of the Block level Technical Advisory Group.**

- 2.1 For coordinating the Block level watershed development activities, organizing the watershed committees, and for providing technical assistance to the watershed committee, there shall be a watershed management sub group under each Block level Technical Advisory Group.
- 2.2 The Sub-group would include the Assistant Director (Agriculture Department), Dairy Extension Officer, Overseer (Soil Conservation), Assistant Executive Engineer/Assistant Engineer of the Block Panchayat, representatives of the Non Governmental Organizations, and five non-official experts in the field of watershed development activities.
- 2.3 The Chairman of the Block level Technical Advisory Group will be the Chairman of the Sub group, and the Block Panchayat Secretary will be the Convener. The Block Panchayat Office will function as the Secretariat of the Sub group.
- 2.4 The District Collector who is the Member Secretary of the DPC will constitute the Sub Group on behalf of the DPC.
- 2.5 Major duties and responsibilities:-
  - To coordinate the Block level watershed development activities
  - To organize the watershed committees, to review and monitor the activities of the watershed committees, and to provide necessary clarifications and directions.
  - To visualize the orientation, development potential and approach, on the basis of the watershed resource inventory reports and the programmes and schemes already implemented
  - To update the watershed appraisal reports already prepared during the IXth Plan and to make it available to the Grama Panchayat.
  - To procure and make available to the Grama Panchayat all the required maps, statistics and reports
  - To make technical expertise available to the committees constituted at the watershed level and also to the Watershed Management Working Groups of the Grama Panchayat
  - To ensure the required co ordination for planning in the case of watersheds that extend over more than one Grama Panchayat
  - To integrate the District level and Panchayat level watershed development planning processes

## **3. Watershed Management Working Groups in the Village Panchayats**

- 3.1 The Watershed Management Working Groups in all the Grama Panchayats have to be reconstituted. The Grama Panchayat President will be the Chairman and the Agricultural Officer the convener of the reconstituted Working Group.



- 3.2 One woman member, one SC/ST member, Veterinary Surgeon, Dairy Extension Officer, Fisheries Sub Inspector, Village Extension Officer/ Lady Village Extension Officer, the Assistant Engineer/Overseer of the Grama Panchayat, two representatives of NGOs functioning in the field of watershed development, experts of academic institutions, representatives of the farmers, and voluntary technical experts shall be the members.
- 3.3 A Volunteer who has expertise in the field of watershed development shall be entrusted with the duties of the Joint Convener.
- 3.4 Major duties and responsibilities:-
  - To procure various maps and details from the district /block level committees.
  - To delineate the micro watersheds within the Grama Panchayat
  - To present before the Special Grama Sabhas convened by the Grama Panchayats the importance of the watershed based approach, the common approach of the XIth Plan, the functioning of the Watershed Sabha and the programmes that will have to be taken up in due course.
  - To oversee the constitution of the Watershed Committees
  - To provide technical and administrative support for planning sustainable and long term development and management schemes for the watersheds that are completely within the Panchayat area and that are extending to the neighboring Panchayats, and for preparing master plans by integrating them.

#### **4. Watershed Committees**

- 4.1 Watershed Committees should be constituted for each watershed. There may be more than one Grama Sabha in one watershed. Watershed Committees are to be selected from the Watershed Sabha that includes all those who are the residents of the watershed and also those who have land in the watershed. The Chairperson of the Watershed Committee will be the Ward member within the watershed. If there are more than one Wards falling within the watershed, the member of the Ward having the largest number of families will be the Chairperson.
- 4.2 The Grama/Block/District Panchayat members within the watershed, Presidents/Secretaries of the Padasekhara Samithis, Presidents/ Secretaries of other agricultural organizations, the office bearers of the agro clinics, representatives of the farmers including dairy farmers, model farmers, representatives of the agricultural labour organizations, five representatives of the Kudumbasree Neighbourhood Groups, two women representatives, two SC/ST people, the Presidents of the Area Development Societies within the watershed, the Presidents of the Primary Co-operative Societies and Milk Cooperatives having jurisdiction over the watershed, managers of Banks, representatives of the Non Governmental Organizations, and Technical experts shall be the members of the Watershed Committee.
- 4.3 In addition, representatives of landowners in the watershed as detailed below shall also to be included.

- (a) Two representatives of those having land area of less than 50 cent
- (b) Two representatives of those having land area between 50 cents and 100 cents
- (c) Two representatives of those having land area between 100 cents and 250 cents
- (d) Two representatives of those having land area between 250 cents and 500 cents
- (e) Two representatives of those having land area more than 500 cents

When more than two persons are willing to be selected in a category, only two will be selected by the draw of lots from the names of all such willing persons.

- 4.4 The convener of the Watershed Management Working group of the Grama Panchayat having the largest extent of area in the watershed will be the convener of the Watershed Committee also.
- 4.5 The Watershed Committee thus constituted shall in its meeting identify five members among them to form a five member technical group, and the group leader should be decided by consensus.
- 4.6 The Grama Panchayat/ Panchayats shall make available the services of the required staff for the functioning of the Watershed Committee, clearly indicating their duties and responsibilities.

#### **4.7 Duties and Responsibilities**

- To prepare watershed resource maps, and to collect and interpret the relevant data with the help of the technical group
- To list out the problems, potential, and limitations of the watershed and to suggest short term and long term solutions on the basis of watershed approach (ridge to valley approach)
- To prepare watershed development Master Plan considering the forward and backward linkages of various proposals
- To prepare action plan for the priority interventions on the basis of the watershed development Master Plan, ensuring their backward and forward linkages.
- To obtain the approval of the watershed sabha for the watershed Master Plan and the action plan
- To provide leadership for the programme implementation
- To monitor the implementation of watershed development activities
- The technical group shall function as the working group for carrying out the above functions

#### **B. Activity Sequence**

- 1. The District Planning Committee shall take appropriate action as per this guideline to constitute the District level Technical Support Group. The names and details of not less than four experts and the Chairman of the Group will be intimated by the Government

2. The District Planning Committee will then constitute the Block level Technical Advisory Group as well as the watershed management Sub Groups.
3. Simultaneously, all the Grama Panchayats shall reconstitute the watershed management Working Groups
4. The Kerala Institute of Local Administration, with the assistance of technical institutes, shall give training to the members of the Block/District sub groups and the Working Group members of the Grama Panchayats
5. The District level Technical Support Groups shall procure various maps and details from the State Land Use Board, Survey and Land Records, Centre for Earth Science Studies, Soil Survey Organization, Information Kerala Mission etc and it shall be handed over to the Grama Panchayats. The Block level Watershed Appraisal Reports prepared during the IX Plan shall have to be updated by the Block level watershed management Sub-group and it has to be made available to the Grama Panchayats.
6. The Grama Panchayat shall hand over the various maps, details, and Watershed Appraisal Reports to the watershed management Working Group. The Working Group shall verify the watershed boundaries in the field, finalise the watershed area extent, determine the number of families in each grama sabha within the watershed and report it to the Grama Panchayat.
7. When the area of more than one Grama Panchayats comes under a particular watershed, the integrated watershed development plan for that watershed has to be formulated in the joint meeting of the Working Groups of the concerned grama Panchayats. The Block level watershed management sub group has to make sure that the watershed development planning in these watersheds is going on in the right direction.
8. The Grama Panchayats will then convene the special Grama Sabhas and explain the relevance and importance of the watershed based planning and the common approach during the XIth Plan. It should be clearly spelt out in the Grama Sabha that the development activities will be planned and implemented with the approval of the Watershed Sabha, that the Watershed Sabha consisting of all the residents as well as the land owners in the watershed will be convened for that purpose, and after that the project proposals containing all the interventions will be presented before the Grama Sabhas. The Working Group members shall compulsorily attend the Grama sabha meetings. The representatives of the Block level Watershed Management Sub Group should also attend the Grama sabha meetings.
9. On completion of the Grama Sabha meetings, the watershed sabhas should be convened and Watershed Committees and respective technical groups should be selected.
10. After the constitution of the various Watershed Committees, the members of the watershed committee will be generally given training at the Block level, and the members of the technical group will be given training at the District level.

11. The Watershed Committees will now collect, analyze and interpret all relevant base line data and other information, and undertake the preliminary activities required for the preparation of watershed development master plans. On this basis the problems, potential and the limitations have to be listed out and the suggestions for the solution of the problems or for overcoming the limitations have to be worked out.
12. As a next step the watershed development Master Plans have to be prepared taking into account the backward and forward linkages of the activities and interventions with appropriate integration for a sustainable and long term development and management. The priorities for various suggestions/ technology options should also be decided and recorded. Annual plans are to be formulated for the top priority recommendations as per the Master Plan. The Watershed development Master Plan and the Annual Plan have to be presented in the Watershed Sabha and the respective Grama Sabhas and their approval has to be obtained.
13. The detailed guidelines for the preparation of the watershed development Master Plan and watershed Management projects will be issued by the Government separately.

(By Order of the Governor)

**S.M. Vijayanand**  
Principal Secretary

To

1. All Presidents and Secretaries of Grama Panchayats
2. All Presidents and Secretaries of Block Panchayats
3. All Presidents and Secretaries of District Panchayats
4. All Mayors and Secretaries of the Corporations
5. All Chairpersons and Secretaries of the Municipalities
6. All Chairpersons of the District Planning Committees
7. Secretary, Planning and Economic Affairs Department
8. Member Secretary, State Planning Board
9. Director of Panchayats
10. Commissioner of Rural Development
11. Director, Urban Affairs Department
12. Executive Director, Kudumbasree
13. Executive Mission Director, Information Kerala Mission
14. All District Collectors( Member secretaries of District Planning Committees)
15. Director, Kerala Institute of Local Administration, Thrissur
16. All District Planning Officers
17. All Assistant Development Commissioners (S&M)
18. General Secretary, Kerala Grama Panchayat Association
19. Secretary, Kerala Block Panchayat Association
20. Secretary, Chamber of Municipal Chairpersons
21. Secretary, Chamber of District Panchayat Presidents

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

1. The Anti-poverty Sub Plan prepared by the Local Governments will be an integral part of the plan document without which the DPC will not approve the Plan of the Local Government. To prepare the Anti Poverty Sub Plan each Local Government has to follow the procedure given below:

### **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, 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 subjects on SC/ST Development, Social Welfare, Health and Poverty Alleviation 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**

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:*

The revalidated data base of poor families will be made available to each Grama Panchayat by the Kudumbashree District Mission. This data base may be circulated to the NHGs for situational analysis at NHG level and preparation of Micro Plan

*(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 new 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 in the form a micro plan*

*(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 – Consolidation of plans by Working Group**

The Working Group should analyse the plans received from the Community Development Society and cross check the needs of the poor with the report already

prepared as per Step 2 and bring in modifications in the report if necessary. This report would be the final one to be presented in the convergence workshop.

## **6. Step – 5- 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.

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

7.1 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 ten 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) Total cost & cost sharing pattern
- (7) Mode of implementation.
- (8) Monitoring arrangements

7.2 In the case of Block Panchayats the Working Group will collect the reports prepared by the Grama Panchayat Working Group under Step-4 and interact with CDSs within their jurisdiction before drawing up their draft plans. The Block Panchayat may convene a meeting of the Governing bodies of the CDSs in their jurisdiction for this purpose.

7.3 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. The Block Panchayat should consider how the destitute plan prepared by the gram panchayats in their jurisdiction is best supported.

7.4 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.

***PREPARATION OF ASHRAYA PROJECT FOR DESTITUTES***

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.
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.

<b>Rural Areas</b>		<b>Urban areas</b>
1. .	No Land / Less than 10 cents of land	No Land / Less than 5 cents of land
2. .	No House/ Living in dilapidated house	No House/ Living in dilapidated house
3. .	No drinking water facilities within 300 meter	No drinking water facilities within 150 meter
4. .	No Sanitary Toilet	No Sanitary Toilet
5. .	No employment to any person in the family (employment for less than 10 days a month)	No employment to any person in the family (employment for less than 10 days a month)
6. .	Woman headed family	Woman headed family
7. .	Presence of physically/mentally challenged/chronically ill member in the family	Presence of physically / mentally challenged / chronically ill member in the family
8. .	Family belonging to SC/ST	Family belonging to SC/ST
9. .	Presence of an adult illiterate member	Family having no colour television

3. These short-listed families may be verified with reference to the following additional risk factors that lead to destitution.

**A) Rural areas**

- (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.

#### **B) Urban Areas**

- (i) Spending the night-time in public places, streets or in Verandahs of Shops for sleeping.
  - (ii) Young widows who are economically poor or women who have passed the age of marriage and remain unmarried.
  - (iii) Beggars who resort beggary as vocation
  - (iv) No healthy member to win bread for the family below the age of 60.
  - (v) Women subjected to atrocities
  - (vi) Families having street children / children in Juvenile Home or Poor Home
  - (vii) Families having children below the age of 14 who work to earn money for the family.
  - (viii) Families having Commercial Sex Workers
  - (ix) Families having women members who live in Abala Mandiram.
  - (x) Family living in slums
4. All families of the short list having at least one of the criteria mentioned above would qualify to be a destitute family.
  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 complaint raised thereon has to be examined carefully and a detailed report is to be presented in the next meeting of Grama Sabha / Ward Sabha.
  6. **Package of Care Services for the Destitute Families**

6.1 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:

## **6.2 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 NREG, 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.

## **6.3 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) It shall be the responsibility of the local Primary Health Center to take care of the varying health needs of the destitute families.

- (iii) The method of delivery of services to the identified destitute families shall be finalized by the Primary Health Center and Gram Panchayat through joint consultation.
- (iv) It shall be the responsibility of the Gram Panchayat/Municipality/ Corporation to identify resources from the ongoing schemes/ plan funds or any other sources.
- (v) The Block / District Panchayats may also extend their support to the GP
- (vi) 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.
- (vii) 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.
- (viii) The Local Government may initiate action to obtain assistance from Chief Minister's/Prime Minister's Distress Relief Fund for the treatment of destitutes.
- (ix) 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.
- (x) Philanthropists and charitable organizations may be requested to sponsor the treatment of destitutes. Such sponsors can be identified by conducting awareness camps, seminars etc.
- (xi) 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.

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

- (i) Three percent allocation for the disabled under Centrally Sponsored Schemes such as Indira Awas Yojana, SGSY/SJSRY 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 general sector development fund.
- (iv) Local Government may initiate action for obtaining financial assistance for employment oriented projects for the disabled from Central/State Social Welfare Advisory Board.
- (v) The Block and District Panchayat should support the 'Buds' model special schools set up by the Grama Panchayats in their jurisdiction

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

6.6 The Local Governments should initiate steps to take care of aged population by developing appropriate locally specific schemes.

#### **6.7 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 the ceiling fixed for SCs/STs may be paid directly to the account of the land owner.

#### **6.8 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.

- (iii) The construction of houses should be done through the Neighbourhood Groups.

## **6.9 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.

## **6.10 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 praraks 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.

## **6.11 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 Local Governments with the professional advice of psychologists and experts by utilising their general sector development fund.
7. 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.

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## **GUIDELINES FOR PREPARATION AND IMPLEMENTATION OF TRIBAL SUB PLAN BY LOCAL GOVERNMENTS**

### **1. INTRODUCTION**

- 1.1 Though Tribal Sub Plan (TSP) was introduced way back in 1975 with the objective of formulating a plan appropriate to the tribal situation, after the initial years it has not met with much success. Even the initiative of decentralization of TSP to local governments in the IX<sup>th</sup> Plan could not bring any significant change. Thus there is a strongly felt need to improve the quality of planning under Tribal Sub Plan, revamp the implementation systems and introduce innovative monitoring arrangements to move towards the genuine empowerment of the tribal people by giving not only “voice” and “choice”, but also significant control over the utilization of resources meant for their development.
- 1.2 In keeping with the cardinal principle of democratic decentralization, of giving power to the people, particularly the hitherto excluded groups, through the local governments, a separate set of guidelines for preparation of TSP is formulated which embodies the twin objectives of strengthening local governments and empowering the tribal people.

### **2. THE TRIBAL SITUATION**

In spite of the high human development in Kerala and its features of equity, most of the tribal communities have continued to be outliers always subject to the danger of being pushed further away from the development process. A quick analysis of the tribal situation in the State reveals the following features.

- (i) Extreme levels of poverty, deprivation and vulnerability.
- (ii) High levels of exclusion both developmental and social.
- (iii) Extremely low levels of empowerment – political, social and economic.
- (iv) Rapid marginalization due to unfair, unequal and exploitative relations of production and exchange between tribal communities and others.
- (v) Low level of access to entitlements
- (vi) Practically zero participation in development matters with no autonomy in any form of decision making.
- (vii) Abnormally huge siphoning off of developmental resources and benefits meant for tribal people by middlemen.

- (viii) Poor human development with low levels of literacy and access to health care.
- (ix) Rapid alienation of assets like land.
- (x) Alarming depletion of social capital especially traditional forms of organization and leadership.
- (xi) Quick deterioration of traditional knowledge systems and cultural attainments.
- (xii) Fast increasing tendency to use tribal people as cat's-paws in criminal activities like illicit distillation, cultivation of narcotic plants, stealing of forest wealth etc.
- (xiii) High levels of exploitation of women by outsiders.
- (xiv) Weak delivery system of public services.
- (xv) Dependency - inducing developmental programmes relying on distribution of benefits rather than building up of capabilities.
- (xvi) Implementation of ad hoc and stereo-typed developmental programmes in the absence of proper planning.
- (xvii) Very weak monitoring systems.

### **3. APPROACH TO PREPARATION OF TSP**

3.1 The new approach to tribal development in the context of local governments includes the following elements:

- (i) Creation of a democratic niche for tribal communities within the local government system in which they enjoy considerable autonomy in decision making on utilization of resources earmarked for their development.
- (ii) Rights based concept of development focusing on empowerment of the tribal communities through free and fair participation at all levels of plan formulation and implementation.
- (iii) Importance to understanding of the development situation by the tribal people themselves through a process of analysis, reflection and action to come out of the existing plight, realized in a framework for participatory planning from the grassroots.
- (iv) Appropriate mix of programmes for social security, human development and economic development with the proportion depending on the actual situation which varies from community to community and even from settlement to settlement.
- (v) Planning with the family as the basic unit appropriately aggregated at the tribal hamlet level and then at the local level.



- (vi) Full participation in implementation of programmes including execution of public works with handholding by NGOs and institutions of proven capability and commitment.
  - (vii) Exposure to concurrent monitoring by independent agencies linked to online correctives.
  - (viii) Building in a system of severe penalties for malfeasance by whomsoever responsible.
- 3.2 What is required is a long term approach to planning, based on a sound data base created in partnership with the communities and owned and interpreted by them. The planning process would feed the preparation of plans not only by the local governments but also by the State government.

#### **4. DEVELOPMENT PRIORITIES**

- 4.1 The following development priorities are to be followed while preparing the plan:
- (i) Putting to optimum use the existing land in the possession of tribals preferably through organic agriculture giving priority to locally relevant crops as decided by the tribal farmers.
  - (ii) Providing a homestead of at least five cents to those tribal families who are absolutely landless so as to enable them to have a shelter.
  - (iii) Promoting micro enterprises through the Neighbourhood Group set up following the Kudumbashree mode.
  - (iv) Providing a package of care services to the poorest with focus on women, children, the aged and the disabled. The package should consist of food security, minimum levels of nutrition, health security and basic minimum services like housing, water supply, especially protection of traditional sources, sanitation and wherever possible, electricity by integrating available schemes and filling the gaps.
  - (v) Enhancing human development with focus on quality of education right from pre-school up to higher secondary, including providing placement in schools of repute, making arrangements for quality assurance, remedial teaching and re-education of failed students on the Giri Vikas model of Palakkad.

- (vi) Improving the quality of fixed public assets which are directly and regularly used by tribals including upkeep, upgradation and expansion. These are anganwadis, schools, hostels, hospitals, workshops, godowns for tribal produce etc.
  - (vii) Empowerment by strengthening Oorukoottams and NHGs of women. This would be a joint effort of the State Government and local government.
- 4.2 There is need to intelligently integrate the existing schemes. For example, for food security and supplementary nutrition, the Annapoorna and the Antyodaya Anna Yojana schemes and ICDS schemes have to be utilised.
- 4.3 Using the tribal promoters it should be ensured that every child attends anganwadis or goes to school. Drop out rate should be brought down to zero. Wherever required hostel accommodation has to be provided. These promoters should watch the academic performance of tribal students and give feed back for remedial coaching. At least twice in a year tests have to be conducted by experts on minimum levels of learning. The education component should be suitably integrated with the Sarva Siksha Abhiyan, under which a sub-project has to be prepared for tribal areas. Better education scheme should be implemented in full to assure good quality education to poor tribal students in institutions of repute.
- 4.4 In the case of forest-dwelling tribals, a special programme linking them to Vana Samrekshana Samithies, collection and processing of Non-Timber Forest Produce and Joint Forest Management has to be prepared. Selected habitats could be developed as Common Facility centres and hubs, servicing a cluster of habitats.

## **5. SECTORAL ALLOCATION OF FUNDS**

- 5.1 No fund should be earmarked by local governments for roads for TSP. However foot-steps and foot-bridges may be taken up wherever they are of use only to tribal hamlets.
- 5.2 Water supply schemes need not be taken up in Village Panchayats where Kerala Rural Water Supply and Sanitation Agency is implementing the Jalanidhi programme.
- 5.3 Money spent for infrastructure should not exceed 25% of the allocation.

- 5.4 At least 50% should be earmarked for providing the package of care services to the poorest of the poor identified by the Oorukoottams on transparent criteria on the lines of the 'Ashraya' programme under Kudumbashree for development of destitutes [Appendix].
- 5.5 In Attapady only schemes not taken up by AHADS should be included. There should be suitable integration right from Oorukoottam levels.

## **6. PLANNING PROCESS**

### ***Step 1: Constitution of the Working Group***

- 6.1 For the Tribal Sub Plan there shall be a single Working Group chaired by the elected head of the local government. All the tribal members, head of the Standing Committee in charge of tribal development, senior most officers of the Agriculture, Animal Husbandry, Dairy Development, Social Welfare, Tribal Development, Local Self Government, Rural Development, Industries, Health and Education Departments, and the Engineer, would be members of the Working Group. All tribal members of CDS Executive Committee would also be members. The Convener of the Working Group would be the senior most officer of the Tribal Development Department functioning within the jurisdiction of the local government concerned. In case there is no such officer, the Secretary of the local government would be the Convener. All NGOs working within the local government area in the field of tribal development and all tribal NGOs would be represented. The Tribal Promoters from within the local government area would also be members subject to a maximum of six of which three shall be women.
- 6.2 The Working Group members would be given charge of Wards wherever tribal population is more than 250. The duties of the Working Group would be:
- (i) Update the data base on the tribal hamlet.
  - (ii) Take stock of what happened during the Ninth and Tenth Plans.
  - (iii) Identify the levels of poverty particularly extreme forms of deprivation.
  - (iv) Identify gaps in infrastructure which are of direct relevance to the tribal community.
- 6.3 The Working Group would interact closely with the tribal promoters, Ooru Mooppans, representatives of Oorukoottams. Wherever required sub-groups can conduct field visits. It would basically act on the priorities fixed by the Oorukoottams.

### ***Step 2 : Training & sensitisation***

- 6.4 A Training programme would be conducted for all elected members, Working Group members, Tribal promoters, Volunteers of AHADS in Attappady, representatives of tribal organisations and Tribal Youth Clubs under Nehru Yuvak Kendra, representatives of NGOs involved in tribal development, representatives of Tribal Community Development Societies, and officials of the Tribal Development Department. This training programme would be organised by KILA.

### ***Step 3 : Environment creation***

- 6.5 The trained persons particularly the Tribal Promoters would fan out to every tribal settlement and hold preliminary Oorukoottam meetings and meetings of tribal NHGs under Kudumbashree. In these meetings the forthcoming planning process would be explained clearly in the local dialect and the Oorukoottams would be requested to hold internal meetings and come out with their suggestions for development projects. Also copies of the guidelines written in simple language would be circulated among the tribal population.

### ***Step 4 : Situation analysis***

- 6.6 The data from the survey being organised for the purpose would be consolidated Oorukoottam-wise and given to the Tribal Promoters who would take it to the hamlets and provide it for internal discussions in the Oorukoottams and NHGs of Tribal women.

### ***Step 5 : Oorukoottam Meeting***

- 6.7 The Oorukoottam meetings would be held on a fixed day for which notice has to be given at least two weeks in advance during the environment creation phase. The services of all the trained persons especially the tribal promoters would be fully utilised to ensure maximum participation. The local governments should assign different functionaries to participate in Oorukoottams from among VEOs/LVEOs, Agriculture Demonstrators, Health Workers, Anganwady Workers, school teachers etc. Teams of two Tribal Promoters each should be set up by the local government and each team should be given a definite number of hamlets in whose Oorukoottams they have to attend.

- 6.8 Members of local governments and wherever feasible, the elected heads, should attend the Oorukoottam.
- 6.9 The quorum for the Oorukoottam meetings would be 50% of the adult population and among those participating at least 50% should be women. The attendance has to be taken by the Tribal Promoter and signature/thumb impression of the participants obtained against their names.
- 6.10 The Oorukoottams would have a semi-structured schedule. There would be a plenary session in which the elected Village Panchayat member/Municipal Councillor of that Ward or in his absence the Tribal Promoter would read out a notice explaining the purpose of the meeting and the planning process. In these Oorukoottams where the participants number more than 25 they would be broken up into groups of not less than 10 people so as to facilitate intense group discussion. The Tribal Promoters would be trained as facilitators for conducting the discussions which would be on the basis of data relating to the hamlet.
- 6.11 Group discussions would be followed by a plenary session and different suggestions for development would be prioritised following the participatory methodology. The prioritised suggestions would be recorded and read out. Copies would be made and at least two copies would be given to the hamlet. Each Oorukoottam would identify two representatives from the hamlet – one male and one female through a transparent process where volunteers would be identified for the plan formulation exercise of the local government, and representatives selected by drawing lots in the presence of everyone. In addition the Ooru Mooppan would be automatically nominated.
- 6.12 To facilitate the successful conduct of the meeting of the Oorukoottam the local government would provide sufficient stationery to the Tribal Promoter.

#### ***Step 6 : Draft Plan Formulation***

- 6.13 For Village Panchayats having more than 25 Oorus, sub-Village Panchayat joint meetings of representatives of Oorukoottam (3 each), President of the Village Panchayat, Chairman of the Standing Committee concerned, elected Ward members, Tribal Promoters of the area and selected members of the Working Group would be held so as to cover about 25 Oorus falling adjoining Wards. This meeting

would discuss the prioritized suggestions, which would be presented in writing by the representatives of the Oorukoottam concerned.

- 6.14 The meeting would discuss suggestions from different Oorus. The methodology of this meeting would be the same as that of Oorukoottams. Before prioritising, norms for prioritisation would be drawn up after discussions. And using the norms, each suggestion may be prioritised.
- 6.15 The sub-panchayat level Plan formulation meetings would send at least 20 representatives from among the Oorukoottams consisting of 10 men and 10 women to be drawn from among volunteers by lot subject to the condition that one Ooru shall not have more than one representative. These people will hold a Plan formulation meeting at the Village Panchayat level, which shall be presided over by the President and in which all Panchayat members attend. In case the Village Panchayat has only 25 Oorus or less, only one meeting is required for the whole Panchayat. The Members of the Working Group will also attend. This meeting will repeat the process outlined earlier, and come out with a clear action plan.
- 6.16 The DPC may send its representatives both official and non-official to the Plan formulation meetings at the Village Panchayat level. The Block Panchayat and District Panchayat members of the area should also participate as observers.
- 6.17 At the Village Panchayat level Plan formulation meeting, four categories of schemes would be identified, each category giving a prioritized list. They are:
- (i) Schemes to be taken up by the Village Panchayat
  - (ii) Schemes to be taken up by the Block Panchayat
  - (iii) Schemes to be taken up by the District Panchayat
  - (iv) Schemes to be taken up by the Tribal Development Department. This may include schemes for sectors not allowed under TSP of local governments. This list would have to be submitted by the Village Panchayat to the other tiers.
- 6.18 Only schemes which cannot be done at the local level should be assigned to the higher level.
- 6.19 The District Panchayat and Block Panchayat may take up individual beneficiary oriented schemes under the TSP. They may do so directly or preferably through the Village Panchayat.
- 6.20 Municipalities will follow the same procedure as Village Panchayats.

### ***Step 7 : Projectisation***

- 6.21 The schemes finalised at the Plan formulation meeting at the Village Panchayat level will be written up as proper projects by the Working Groups at the Village, Block and District levels respectively. 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.

### ***Step 8 : Draft Plan finalisation by Local Governments***

- 6.22 The Block and District Panchayats should finalise their Tribal Sub Plans as per their allocation under TSP in accordance with the priorities fixed by the plan formulation meetings at the Village Panchayat level. The priorities fixed by the Plan formulation meeting shall not be changed except with the prior concurrence of Oorukoottams or joint meeting of the Oorukoottams, as the case may be. As regards Village Panchayats and Municipal bodies, the Tribal Sub Plan would be the same as the one finalised in the Plan formulation meeting.

### ***Step 9 : Development Seminar***

- 6.23 The District Planning Committee may organize Development Seminars at Block Panchayat/Municipality level in all cases where the allocation of all Panchayats within a Block area including Block Panchayat or the Municipality is Rs. 10 lakh or more. In other cases a common district level Development Seminar alone need be held for all such Local Governments together.
- 6.24 The following members would be invited to the development seminar.
- (i) All DPC members.
  - (ii) President/Vice President/Chairperson of Standing Committees of all local governments having TSP allocation.
  - (iii) Three representatives from each of the plan formulation group at the Village Panchayat/Municipality level.
  - (iv) All tribal elected members of the local governments concerned.
  - (v) Key members of the Working Group on TSP.
  - (vi) Officers of Scheduled Tribal Development Department not below the rank of Tribal Extension Officers.
  - (vii) Representatives of selected NGOs.
  - (viii) Selected individuals having expertise in tribal development.

- 6.25 All local governments having TSP allocation will submit their plan proposals to the development seminar for discussion. The Development Seminar will give special focus to Block and District level plans. If the development seminar suggests any modification, the plan formulation meeting at the Village Panchayat level has to be reconvened and consider the suggestions of the development seminar.
- 6.26 The priorities fixed in the Plan Formulation meeting shall not be changed except with the prior concurrence of the Oorukoottam or joint meeting of the Oorukoottams as the case may be.

***Step 10 : Plan finalisation by Local Governments***

- 6.27 Local Governments should thereafter formally approve their Tribal Sub-Plan and send them to the Special Committee of Technical Advisory Group direct for vetting. Only changes cleared by Oorukoottam or joint meetings of Oorukoottam as the case may be, can be incorporated in the Tribal Sub-Plan. The plan document should include the following:

- (i) Development scenario of the Scheduled Tribes
- (ii) Efforts on Tribal Development during the past ten years
- (iii) Success and failures
- (iv) Physical and Financial achievements and outcomes in the Ninth and Tenth Plan
- (v) Strategic vision of the Local Government
- (vi) Description of schemes sector-wise and in each sector giving the existing scenario, the intended scenario, size of the gap and the phased filling up of the gaps with monitorable targets.
- (vii) Allocation of resources sub sector-wise
- (viii) Write-up on credit linkages
- (ix) Write-up on integration & suggestion for higher tiers
- (x) Write-up on monitoring arrangements intended.

***Step 11 : Vetting of Plans***

- 6.28 For vetting of plans, Block Level Special Committee of TAG would be constituted, in cases where the total allocation for TSP exceeds Rs. 10 lakh for the Village Panchayats within a Block area. For Kalpetta and Kanhangad Municipalities special Committees of the Municipal Level TAGs would be constituted. For other Village Panchayats, Block Panchayats, District Panchayat and Urban Local Governments vetting would be done at the district level. District Level Special



Committee of TAGs would have the additional responsibility of closely scrutinizing the reports of Block/Municipal Level Special Committee.

6.29 The special Committee of TAGs would be constituted with experts from Government, academic institutions and NGOs. Members of the District Level Working Group on TSP (State Sector) would be nominated to the different TAGs. District Collector would be the chairman and DPO the convenor of District Level Special Committee of TAG. The Secretary, Block Panchayat/Municipality would be the convenor of the Block/ Municipality Level Special Committee of TAG. The chairperson of Block/Municipality Level Special Committee of TAG would be decided by the DPC. These TAGs can constitute the required sub-groups for detailed analysis of projects in different sectors. But the full TAG has to clear the plan of a local government as a whole.

6.30 For all infrastructure projects social maps would be insisted on by the Special Committee of TAG. Wherever the TAG feels that a scheme may not be beneficial to the tribal people, they may refer it to the Panchayat or Municipality concerned with suggestions. Wherever required the Panchayat or Municipality would discuss this with the joint meeting of Oorukoottams before giving a response.

***Step 12 : Approval by DPC***

6.31 The vetted Plans would be formally approved by the DPC.

***Step 13 : Plan Publicity***

6.32 There would be a Plan Publicity meeting at the Oorukoottam level where all the approved Plans within the Ooru as well as within the Village Panchayat/Municipal area by any local governments including Block and District Panchayats would be intimated to the members. In this meeting all the Tribal NGOs, Tribal Youth Clubs and Tribal Promoters would participate. The Ward Member also would attend these meetings. The Working Group will prepare the details for this purpose.

6.33 Each scheme would be explained in detail showing the amount earmarked, the mode of implementation, the benefits expected. Summary of the Schemes would be given in writing to each Oorukoottam in the local language.

### ***Step 14 : Plan Implementation***

6.34 In order to avoid benami contractors who have played the most destructive role in tribal development the following procedure is prescribed.

- (i) Construction of houses, repair of houses, construction of buildings, setting up of water supply systems and construction of irrigation schemes would be through accredited agencies. These accredited agencies would train local tribal youth – male and female - in construction technologies and use these groups for the construction. A training component may be built in to the schemes for this purpose.
- (ii) If the accredited agencies are not willing to take up the housing schemes, the execution may be entrusted with beneficiaries under the supervision of any accredited agency/NGO/voluntary organization identified through a transparent process by the DPC from among the agencies/organizations who are willing to work voluntarily without any remuneration. The agency so selected should monitor the progress of project implementation and ensure that the funds sanctioned to the beneficiaries are properly utilized. Even houses under IAY/SGRY and other CSS should be got executed only in this manner.
- (iii) All self-employment programmes including those for male members would be taken up through the tribal NHG network.
- (iv) All integrated schemes for the poorest tribals would be implemented through tribal NHG network with the technical support of the Kudumbashree District Mission.
- (v) All Schemes of agriculture development would be taken up through farmers' self-help groups or by NHGs of tribal women who would be given sufficient training for this purpose.

### ***Special Provisions for Attappady***

6.35 In the Attappady ITDP area, the tribal volunteers, Ooru Vikasana Samithies and Thaikula Sangoms organised by AHADS would be fully utilised by the Panchayats in all the stages. For the Plan Formulation team at the Sub-Panchayat and Panchayat

levels, one male and female representative may be chosen from the top functionaries of Ooru Vikasana Samithy.

- 6.36 After plan formulation, AHADS may be consulted and asked to specify those schemes which they would take up. Only the remaining schemes need be taken up by local governments.

***Special provisions for scattered population or low tribal population.***

- 6.37 Where there is scattered tribal population such families would be called to the meeting of the nearest Oorukoottam. In local governments with low and mostly scattered population, group meetings may be held of suitable number of families (from 25 to 75 as decided by the local government) and these meetings shall be deemed as Oorukoottam meetings. In local governments with 100 or less of tribal families, the joint meetings of all families will function both as Oorukoottam as well as Plan formulation groups.

## **7. MONITORING**

The following monitoring systems would be put in place:

- (i) Quarterly meetings of Oorukoottams where social audit would be done as per the procedure to be prescribed separately for the purpose.
- (ii) Quarterly meeting of the Plan formulation Team including representatives of the Oorukoottam would be held to review the Plan progress and conduct a general social audit.
- (iii) Independent agencies would be nominated by the State Planning Board/ LSGD to conduct online monitoring.
- (iv) Community based monitoring through tribal NHGs particularly for individual beneficiary programmes would be put in place.
- (v) DPC would set up monitoring Teams who would visit the field and report regularly.

## **8. CONTROL OF MALFEASANCE**

In order to control malfeasance the following measures are put in place.

- (i) All records of development programmes would be public documents available for scrutiny by any individual or organization.

- (ii) Capacity building of tribal organizations like NHGs, Youth Clubs and NGOs as well as Oorukoottams to conduct social audit. This would be done by KILA and KIRTADS.
- (iii) If TSP funds are diverted or misused the person(s) would be proceeded against for recovery of the amount.
- (iv) A Grievance Redress Cell would function with the District Collector as Chairman consisting of representatives of the Tribal Development, Planning and Local Self Government Departments. This Committee would monitor grievances regarding plan formulation and implementation, conduct enquiries and send the report to Government for referring to Ombudsman in case there is a prima facie case of malfeasance.
- (v) Wherever applicable the provision of Protection of Civil Rights Act and Prevention of Atrocities Act would be invoked against those guilty of misusing funds meant for tribal development.

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

1. Guidelines for TSP stipulate 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**

- (i) All tribal destitutes above the age of 65 years should be provided food grains under Annapoorna Programme.
- (ii) The tribal destitute families which face extreme poverty without any source of income, 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 are registered.
- (iii) Provide employment opportunities to members of Scheduled Tribe destitute families under NREG to ensure wage employment and under SGSRY for wage employment and supply of food grains.
- (iv) 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.
- (v) Serve food through anganwadies for the ST 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 (in Attapady all these activities must be entrusted to the Ooru Vikasana Samities).

## **2.2 Health Care**

- (i) 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.
- (ii) It shall be the responsibility of the local Primary Health Center to take care of the varying health needs of the destitute families.
- (iii) The method of delivery of services to the identified destitute families shall be finalized by the Primary Health Center and Gram Panchayat through joint consultation.
- (iv) It shall be the responsibility of the Gram Panchayat/Municipality/Corporation to identify resources from the ongoing schemes/ plan funds or any other sources.
- (v) 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.
- (vi) 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.
- (vii) The Local Governments may initiate action to obtain assistance from Relief Fund of Chief Minister/Prime Minister/Minister for Welfare of Backward and Scheduled Communities, for the treatment of Scheduled Tribe destitutes.
- (viii) 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.

- (ix) 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.
- (x) A corps of voluntary tribal health workers may be constituted at the Local Government level to render assistance to Scheduled Tribe destitutes to solve their health problems.
- (xi) The Block / District Panchayats may also extend support to the Village Panchayats.

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

- (i) 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 members.
- (ii) 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.
- (iii) Local Governments should promote employment oriented projects for the disabled in the tribal destitute families by utilising the provisions under Tribal Sub Plan as well as SGSY.
- (iv) Local Governments may initiate action for obtaining financial assistance for employment oriented projects for the tribal disabled from Central/State Social Welfare Advisory Board.
- (v) Local Governments should give top priority for distribution of old age and other pensions to the eligible beneficiaries of tribal destitute families.
- (vi) The Local Governments should initiate steps to take care of aged population by developing appropriate locally - specific schemes

### ***2.4 House sites***

- (i) 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.

- (ii) Rehabilitation scheme may also be taken up under Corpus Fund of Scheduled Tribes Development Department.
- (iii) For rehabilitation of tribal destitute families land to the extent of minimum three cents in rural areas and 1½ cents in urban areas may be identified by the beneficiaries themselves and the actual cost subject to the ceiling for SC/ST beneficiaries under Plan may be paid directly to the land owner.

## **2.5 Housing**

- (i) 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.
- (ii) The construction of houses for tribal destitute families should be done through the Tribal Neighbourhood Groups or Voluntary Agencies or Ooru Vikasana Samithies in Attappady.

## **2.6 Drinking water**

- (i) First priority has to be given for protection of traditional sources.
- (ii) Public stand posts, nearest to the houses of tribal destitute families may be erected in the existing water supply projects.
- (iii) Drinking water projects benefiting the tribal settlements may be taken under Tribal Sub Plan.
- (iv) In the case of newly started water supply projects preference may be given to areas with large number of tribal destitute families.
- (v) Open draw wells in tribal settlements may also be constructed.

## **2.7 Education**

- (i) Ooru based survey may be conducted before the reopening of schools, for identifying Scheduled Tribe children who have not joined in schools and make arrangements for admitting them in schools.
- (ii) 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.
- (iii) All tribal students, including students belonging to tribal destitute families, who have not been 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 Governments. 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, stationary 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 (containing umbrella, chappels/shoes, school bag, pencil, pen etc.)</i>	:	500

- (iv) The above assistance to tribal students can be provided only by Village Panchayats and Urban Local Governments.
- (v) 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.

## **2.8 Social deprivation**

- (i) 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.
- (ii) The execution, supervision and monitoring of projects under rehabilitation of tribal destitute families should be entrusted to the respective Oorukuttams.
- (iii) Local Governments may initiate action with the involvement of Oorukuttams to bring the problems of tribal destitutes to the attention of the general public, organise awareness activities.

- (iv) 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.
- (v) 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.

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## TIME TABLE FOR FINALISATION OF ELEVENTH FIVE YEAR PLAN

Activity	Last Date
(1) Preparation of reports for Five Year Plans by Working Groups	: 20 <sup>th</sup> August 2007
(2) Preparation of discussion paper for the district level workshops at the DPC level by integrating the reports prepared by the Working Groups and Resource Groups.	: 5 <sup>th</sup> September 2007
(3) Workshops for identifying the priorities for district planning	: 15 <sup>th</sup> September 2007
(4) Conduct of Grama Sabah/Ward Sabha for fixing priorities for the Five Year Plan and approval of Watershed Plans	: 5 <sup>th</sup> October 2007
(5) Preparation of Development Report	: 20 <sup>th</sup> October 2007
(6) Draft Five Year Plan preparation by Local Governments	: 30 <sup>th</sup> October 2007
(7) Development Seminar	: 10 <sup>th</sup> November 2007
(8) Plan finalisation and submission of Five Year Plan to the DPC through TAG	: 25 <sup>th</sup> November by Village Panchayats 20 <sup>th</sup> December by Block Panchayats/ Municipalities/ Corporations and 15 <sup>th</sup> January by District Panchayats
(9) Approval by DPC	: Within fifteen days of submission
(10) Finalisation of District Plans	: 31 <sup>st</sup> January 2008

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