

Government of Himachal Pradesh
Department of Rural Dev.& Panchayati Raj

Subject: **Tour Note : Observations and follow-up action.**

During my tour to various parts of Districts Mandi and Kullu following important observations relating to schemes came to my notice on which follow-up action is required to be taken :

1. **NREGA:**

- i. I had the opportunity to see how the labour budget was prepared by various Gram Sabha/ Gram Panchayats but unfortunately despite issuance of various detailed guidelines, adequate training, discussions and mind applications at the level of BDOs/Pradhans/ Panchayat Sahayaks and Technical Assistants does not seem to have taken place. As a result the labour budget as per the past practice has merely become the long list of shelf of projects without really examining the issue of availability of labour, mandays required and seasonal availability and variation etc. The list of schemes sometime are 5 to 10 times of the value of works, the concerned Gram Panchayats had executed during the year 2009-10. Accordingly the corrective action has to be immediately taken and the instructions be reiterated to the DCs/POs and BDOs to ensure that labour budget for the 2011-12 is realistically prepared and passes through various stages so that we are able to submit to Govt. of India well in time.
- ii. In regard to labour material ratio, we have issued instructions to maintain the same Panchayat-wise but many Pradhans have tendency to still take-up the Pucca works only. In such cases also the ratio is usually maintained when the material required in the works such as stone, bajri and sand etc. is collected from the nearby khads/nallahs through job card holders only but when these materials are purchased from various agencies on market rates, ratio gets usually distorted and in some cases they have become quite disproportionate . Accordingly, we have to direct BDOs to ensure that PRI functionaries and officials at the various levels are sensitized and guided about the various issues involved in this. The sanction for various works must be granted after examining the likely material and labour proportion in the over all works sanctioned for a particular Gram Panchayat and it should be continuously monitored. Gram Panchayats should be advised to get such material collected through labour as far as possible. Deputy Commissioners should also be advised to monitor the labour material ratio in the monthly meeting of BDOs because such monitoring does not seem to be happening.
- iii. I had the opportunity to interact with a large no. of technical assistants. It was seen that most of them are not proficient in their work especially

those whose qualification is not degree/diploma in Civil Engineering. Sometime they lack even basic knowledge of estimation, specifications and practical tips for execution of works. As earlier also directed by me, we have to develop a technical manual for works which should contain all such things. Fundamentals of Civil Engg. should also be covered in this. Some practical tips and thumbs rules should also be included. I had glanced through a brief documents prepared by Chamba DRDA, XEN, RDD, HQ and A.E should look at this and make additions into this to make it a guide book for technical staff

iv. It was seen that assessment of the work under NREGA is not being meticulously done by the Technical Assistants/ JEs. Many muster-rolls which have been passed for labour payment do not carry the details of work done in the space provided for in many cases, even if some entries are made, the same is not properly worked out and there is no reference of measurement book in the same especially in Block Banjar, Kullu and Naggar of Distt. Kullu. No efforts have been made while making assessment to really determine the wage rate to be paid to unskilled workers and some entries have been made without really appreciating the purpose of such entries and without making use of the same. This is a very serious lapse and immediate corrective action has to be taken. Each must-roll being passed for payment has to carry on the back side atleast following information :

- MB No. and Page No. of M.B on which the details of work done during the period have been entered.
- Quantity of each items of work done such as site clearance, excavation, cement concrete etc.
- Labour rate for the above items and the labour cost of each item and total labour cost including enhancement etc.
- Total labour cost arrived at divided by mandays generated will indicate the wage rate of unskilled labour.

The above details have to be entered by the Technical Assistants/JEs after making entries in the M.B. The entries in the M.B have to be properly made which should have atleast the details like name of work, date of entry, must-roll no, period for which issued so that while cross verifying, the details of M.B and M.R could match. Panchayat Sahayaks/ Secretaries must ensure that they do not pass any M.R without the furnishing of above details alongwith M.B with each M.R. In this regard, we have to issue clear instructions to the DCs/POs to conduct atleast 2 day's workshop covering issues of maintenance of various record, registers, M.Bs, M.Rs and Bill /Vouchers etc. This workshop will be attended by every Technical Assistants/ Panchayat Sahayakas/ Secretaries/GRs in the Districts. This workshop can be conducted at the Block level jointly for this staff and XEN (RDD) should be the incharge for conducting this workshop alongwith AEs. XEN should spend two full days in this workshop and educate the JEs and Technical Assistants about how the assessments are to be made and the entries in the MRs to be made and also give advise to them regarding execution of works and completion of formalities required

for purchase of various materials. DPOs and PIs must also be invited to interact with the trainees in the workshop throughout these two days. Proper module should be developed and handouts should be distributed to the staff covering various aspects. These workshops should be completed in all the Blocks before 30.11.10. Each PO should chalk out the programme in consultation with the XEN, BDO and DPO and adequate inputs in regard to record maintenance and assessment of works be given during these workshops.

- v. In most of the Gram Panchayats I visited, proper procedure in regard to purchase of various materials is still not being followed. In many cases cash payments are being made for more than Rs. 1000/- for purchase of material. The required formalities of calling quotations, working out the lowest rate and ordering supplies are never being completed. As a result in many cases lump-sum cash payments for purchase of material running into thousand of rupees are made without mentioning the quantity of material purchased or the rate per unit of the material purchased which is totally objectionable. These aspects in relation to purchase of material, completion of formalities, mode of payment, maintenance of vouchers etc. also need to be clearly explained during the above workshops.

The successful conduct of these workshops is most crucial for effective implementation of NREGA and same needs to be clearly told to field staff. Conduct of these workshops should also be monitored at the Directorate level and details be put up to the undersigned in the first week of December. The XENs, DPOs and POs etc. should be clearly told to be present during these workshops and their tour programmes for this month only be approved after seeing the progress made. The decision about releasing the salary even can be taken after seeing the progress in the month of November. The undersigned would also like to attend these workshops at the few places after seeing the programme of the same.

- vi. It is seen in all the Gram Panchayats of District Mandi and Kullu that muster-rolls and vouchers pertaining to various works are not maintained properly and are just mixed together for all the works and kept in loose folders sometimes even scattered here and there without any thought for the safe custody of these documents. During the inspection, Panchayat Sahayaks/Secretaries and Pradhans failed to show me complete Bill/ Vouchers of any work executed by them because they could not locate the same and there seem to be total chaos in the Gram Panchayat Office because number of works being executed are going up and proper system for maintenance of record has to be evolved. I strongly felt the need after seeing various Panchayats that separate work file for each work should be maintained by the Panchayat Secretaries/Panchayat Sahayaks. This file should have atleast following documents :

- Approval for work.
- Expenditure/administrative sanction.
- Technical sanction.
- Detailed design ,drawing and plans for the works if any.

- Detailed estimates.
- Assessment.
- Paid MRs.
- Bill/ Vouchers for materials and other purchases/ payments.
- Other correspondence in relation to work such as inspection notes.
- Assessment summary of the works.

Maintaining the work-wise file for each work will make it more easier for the Gram Panchayats to show these documents during audit or inspection. Specific instructions must be issued in this regard to all BDOs in consultation with Panchayati Raj Department.

- vii. The issue regarding delay in payments is still a raised, it is pointed out that in many cases, delay occurs because assessment for the works up to Rs. 1.5 lacs are done by the Technical Assistants and beyond that the assessments are done by JEs. JEs usually look after 10 to 15 Panchayats and number of works in each Gram Panchayat costing more than Rs. 1.5 lacs have increased considerably and it is not possible for the JEs to undertake assessment for each and every work fortnightly spread over 10 to 15 Panchayats which results in delay in payments. The Technical Assistants who are based locally have not been empowered to undertake assessment for such works since everything in relation to works cost more than Rs. 1.50 lacs such as preparation of estimates, technical sanction, assessments etc. are done by JEs. Accordingly, to eliminate delays in payment in wages on account of delay in assessments, the issue regarding authorising the Technical Assistants to make an interim assessments for the work done fortnightly in respect of each must-roll can be delegated to Technical Assistants and final assessment can only be left to be done by JEs who are busy with many other duties in relation to Planning Department works and other line departments works such as SSA, ICDS etc. Accordingly please examine the issue and put up draft instructions on this.
- viii. It was noticed in many Gram Panchayats that the job cards have been issued by them to the joint families that is sometimes each job card has 4 to 6 adult members. This is not desirable because in such cases entitlement of 100 days is restricted to the family of 5 to 6 workers whereas if the job cards are issued nuclear family-wise entitlement of number of days will increase. Accordingly, we need to issue instructions to the field to issue the job cards nuclear family-wise especially in District Kullu because there is a issue of non-availability of labour also.

2. TSC:

- i. It was seen that in many cases false claims of ODF have been made by many Gram Panchayats and the verification of such claims has not yet been completed. SDM/BDO, Sundernagar admitted that though the entire block has been declared as ODF but still there could be around 5% households in ODF Gram Panchayats also where the toilet

construction is yet to be done. They were directed to prepare the list of such households after verification and individually monitor such households with the help of support organization and complete the toilets in left out cases before 30.11.10. In District Kullu also the situation is similar. All the POs/BDOs had been directed earlier to prepare the list of such left out households and follow-up with them individually in a time bound manner. Gram Panchayats should also be directed to impose sanctions on such families and also to shame such families in various meetings at Gram Panchayat level. Mahila Mandals should also be involved in completing the targets. As discussed earlier, a letter can go to all such individual families from the respective Deputy Commissioner making appeal for construction of toilets, at the same time verification of ODF claims is required to be geared up.

- ii. It is seen that Anganwari and school toilets as per requirements have been sanctioned but BDOs have to ensure that execution is completed without any further delay.
- iii. One of the issue which BDOs raised was regarding authorizing them for challaning /compounding of offences under H.P. Non Bi-degradable waste Act so that they can use the leverage over the communities for construction of community toilets and also for solid and liquid waste management. Accordingly, please take up the matter with the concerned departments for notifying BDOs as an Authorized Officers as per aforesaid Act.
- iv. Construction of community toilets along the National Highways and tourist places needs to be geared up. In that direction, BDO should convene meeting at the local level with the communities by involving Vyapar Mandals/ Mahila Mandals/Gram Panchayats and NGOs, if any and time bound action plan must be prepared by all the districts to complete the community toilets.

3. Other issues:

- i. BDO, Sundernagar has raised the issue of non-availability of part time sweeper in the office for cleaning the premises and he has asked for sanction of part-time sweeper from Panchayat Samiti Head. The case is lying in Directorate and the same be expedited.
- ii. BDO Office building at Sundernagar is very old and it was pointed out that it needs to be demolished and multi- storied building raised in its place because the office space available is totally inadequate. It was mentioned that an estimate for Rs. 36.00 lacs has been got prepared and sent to the Directorate and Rs. 2.00 lacs has been released for the same in the past which is lying unspent. Accordingly, expenditure sanction and administrative approval is required to be granted and more funds are required to be released for completion for this work.
- iii. Examination of shelves under Backward Area Sub Plan, DCP and other Planning Department Schemes reveals that still a large number of schemes pertaining to construction of roads, Kuhals, flood protection

works and play grounds etc. are being sanctioned under these Heads whereas these works can also be taken up under NREGA or the funds under these schemes could be dovetailed with the NREGA to increase the spread of these schemes and also to ensure creation of durable community assets under NREGA. Since the instructions regarding convergence between NREGA and Planning Department schemes have also been issued, DCs should be requested to ensure that those schemes which relate to permissible works under NREGA should only be sanctioned under NREGA and funds available under in Planning Department schemes such as Backward Area Plan, DCP etc. should be spent on creation of more vital infrastructure and improvement in the services in Health and Education Sectors and to fill gaps in other areas pertaining to Agriculture, Horticulture and Animal Husbandry Sectors.

Immediate
Personal attention

Government of Himachal Pradesh
Department of Rural Dev. & Panchayati Raj

Subject: Tour of Tribal Areas: observations

During my tour to Rampur and tribal area of Kinnaur and Lahual Spiti, I had met a large number of public representatives and officers and also inspected a number of schemes under various development programmes. Observations in relation to various programmes are as under:-

NREGA:

1. Examination of NREGA Shelf in respect of Rampur Block and various Gram Panchayats reveals that a very large number of works relating to foot paths etc. have been or are being undertaken and there is less emphasis on the works relating to other activities such as afforestation, soil conservation, water harvesting etc. Accordingly a specific direction is required to be issued to BDO Rampur for prioritising such works and also educate the representatives of the PRIs and Gram Sabhas regarding provisions of MGNREGA and also instructions issued by the Department from time to time so that more emphasis is given to the livelihood related works in the Block.
2. There are cases of delay in payment of wages primarily because assessments get delayed as presently only one JE is posted in the Block. So kindly take steps to ensure that JEs as per the sanctioned strength are put in position immediately. Similarly Pradhans also raised the issue of availability of Technical Assistants especially in the remote Gram Panchayats. Accordingly, the number of Technical Assistants is required to be raised as per the instructions and BDO needs to be directed to expedite empanelment of more Technical Assistants especially in the remote Gram Panchayats.

3. The Gram Panchayat Pradhan³ also raised the issue regarding availability of skilled labour especially the masons @ of 140/- per day- the minimum wage prescribed presently. This issue is generally being raised all over the State by the officers as well as PRIs representatives. I have been informed that many States have authorised the District Programme coordinator (NREGA) to fix the wage rate for such skilled labour according to the local conditions. Since in any case such wages are to be booked under the material component, DC can take appropriate decision to allow wages as per the market rates and availability etc. The issue generally raised is that either the good quality skilled masons etc. are not available on this rate or they have to sometime do the forgery to ensure that required skilled manpower is deployed on the works as per the need. Accordingly please examine the issue and put up after getting the information from other States.
4. In Pradhan's meeting at Nichar, the issue regarding clear instructions in case of injury or accidents at the worksite was raised. It was pointed out that there needs to be more clarity on the various aspects connected with this such as purchase of medicines, treatment options, transportation of injured and meeting the immediate cost etc. Accordingly please put up the draft instructions after analysing the issue and examining the various options available.
5. The issue of availability of tools was raised by the officers as well as PRIs representatives. This issue is also discussed in all the Districts but it seems that no action has been taken on this. Accordingly, it will be desirable to lay down the procedure for purchase of required tool sets for each Gram Panchayat in transparent manner. Non-availability of tools affects adversely the productivity of labour and immediate steps are required to be taken.
6. In large number of cases the First Aid Kits are not available with the Gram Panchayats or at worksites and officers are also

not clear about the articles to be provided and the purchase procedures to be observed for procuring such kits. Similar situation exists in District Shimla and other places also. So kindly take up steps to lay down the procedure etc. for purchase of First Aid Kits on top priority basis.

7. The availability of other worksite facilities such as shade and drinking water is also sometimes discussed. Usually no provision is made of such things at worksites because probably it is felt that in Himachal these things are not important. However, specific directions need to be issued to DPOs/POs for ensuring availability of worksite facilities including water etc. at all worksites so that the provision contained in the Act are not violated. In this regard, the purchase of tarpaulins /Shamianas etc. on H.P. Govt. Rate Contract can be explored and also plastic pitchers can be purchased by the field officers as per the need. Draft instructions regarding this be put up after examining the all aspects.
8. It was pointed out by the BDO, Pooh that presently there is only one JE posted in the Block and steps be taken early for filling up the other posts. He also raised the issue of appointment of one Junior Accountant from Panchayat Samiti since only one Accountant presently working is also under transfer to some other place.
9. BDO, Kaza pointed out that the Gram Rojgar Sawaks and Computer Operators are required to be trained in the data feeding of MIS since they are not able to do the job properly. Similarly, he also raised the issue of training to Technical Assistants and JEs in the construction activities covering all aspects including taking care of special needs of disaster prone areas like Kaza/Spiti. He also pointed out that the Gram Rojgar Sawaks and Technical Assistants have to frequently

visit the Block Headquarter and they are not allowed TA/DA for such visits. This issue is also raised in other parts of the State. Kindly get it examined and put up draft instructions on this.

10. BDO, Kaza also pointed out that data entry of NREGA (MIS) and other Schemes is not up-to-date because most of the time, power supply is not available in Kaza and if some time power comes, then the Internet does not work, so accordingly he suggested that the sanction for purchase of one generator of adequate capacity be given to him to ensure power availability. It was also felt that all the staff posted in the Block should be provided training in various aspects to keep them up-to-date as per the latest instructions/developments. The training need was also highlighted in respect of Panchayat Secretaries/Panchayat Sahayaks especially in double entry system in cash books and other issues relating to maintenance of accounts . So please take time bound action on all points.
11. It was pointed out in the meeting that NREGA shelf for the current year has not been approved by the Zila Parishad, Lahaul Spiti till date, as a result taking up of new works has got delayed considerably and precious part of the working season has been lost. Accordingly it is desired that suitable instructions be issued to District Programme coordinator, L&S to sort out this and also other issues relating to NREGA implementation in Spiti.
12. During my interaction with the staff of all the line Departments and the representatives of PRIs, it was felt that adequate work has not been done in the areas of convergence of various development schemes. It seems that joint meetings of District Heads of all the Departments are not convened as a result adequate awareness about the instructions issued on the subject is not there Moreover all the Departments such as Agriculture, Horticulture, Forest, IPH are working in a very segmented target-oriented manner without any

coordination which is resulting in far lowe impact in the area. Accordingly it will be desirable that all the instructions issued on convergence be forwarded to ADC Kaza with special request to convene monthly meetings on this issue. We can also constitute a separate Resource Group headed by ADC consisting of District Heads of all the Departments for taking holistic view and ensure convergence of all the development schemes in Spiti. A similar group can also be constituted in respect of Pangri Sub Division headed by R.C Pangri.

Total Sanitation Campaign (TSC):

1. It was pointed out that all the lands along the National Highways belong to National Highway Department and otherwise no land at the accessible places in towns is available for construction of community toilets. Accordingly the matter needs to be taken up with

the PWD/NH Authorities to either construct the toilets of deposit works or allow the departments/Panchayats to construct the toilets over such lands since the provision of wayside facilities is very much part of the travelling/transportation needs of the public.

2. Availability of funds for construction of community toilets in Spiti was also pointed out and it was mentioned that such toilets got deleted from the TSC Project at GOI level whereas atleast 10 toilets are required to be constructed at various places in Kaza, Tabo and other places along the NH because a large number of tourists/visitors visit these places during the season. It was pointed out to the BDO that necessary funds for construction of community toilets may be obtained from Tribal Sub Plan for which the detailed estimates be prepared and submitted to the ADC/ITDP Offices since Pr. Secy(TD) had agreed to such provision during the discussion on this issue in DCs/SPs Conference held recently. Accordingly to please follow up this issue.

3. In Pooh and Kaza Sub Divisions, it was pointed out that many Gram Panchayats have already become ODF and work on the remaining GPs is going on. On further discussion, it was pointed out that there is a system of traditional toilets in these areas and practically all the household had traditional toilets which have been taken to satisfy the requirement of TSC. On spot inspection of such toilets and also during general discussion, the following issues emerged in this connection:

- That there is no safe disposal system for the human excreta after it is decomposed fully.
- That adequate ventilation provision is not there.
- That during the time of decomposition, families do not have a parallel toilets which could be used till the waste got fully decomposed, as a result sometimes the people are made to handle virtually the un-decomposed matter while removing it to the agriculture fields to be used as manure. Accordingly it was felt that the following modifications will have to be carried out in such traditional toilets before they are taken to satisfy the TSC goals.
- There have to be atleast two separate chambers on the lower floor.
- Each chamber has to be provided with the separate access from outside the house for safe removal of the decomposed matter to be used as manure.
- Each chamber should be provided with a separate ventilation pipe to ensure that gases are carried up the level of the house.
- Similarly separate holes at the top floors or seats have to be provided for the users so that while one seat is being used other remains covered for few months till the waste gets fully decomposed in the lower chamber of the other toilet.

- Appropriate practice for self cleansing/washing and washing hands etc. have to be introduced and propagated among the mass so that the sanitary conditions of such traditional toilets improved and TSC objectives are also achieved meaningful way. Accordingly detailed instructions are required to be issued to DC, Kinnaur, ADC, Kaza, DC Keylong, concerned Project Officers and BDOs covering above aspects and launching whole hearted campaign to complete the achievements under all component of TSC before Dec. 2010.
4. It was pointed by the BDO that the availability of funds for construction of Anganwari toilets is also inadequate. Accordingly they were apprised that additional requirement of funds for construction of such toilets should be met from the Tribal Sub Plan for which Pr. Secy(TD) had agreed. In such cases a consolidate estimate covering all Anganwaris and Schools for additional requirement of funds should be prepared and submitted to concerned DCs/ADCs or ITDP offices to ensure that funds are immediately provided and works are completed during the working season. For construction of school toilets, SSA funds are also required to be mobilized and wherever shortage still persist the same should be met from TSP and other Schemes. It was felt by BDO, Kaza that proper model of toilet should be got constructed at the Block Headquarter which will useful in educating the ERs of PRIs and other public visiting the Block. Similarly some models need to be provided to them of Eco-San Toilets to make it popular among the people.
 5. It was seen at the few locations that school toilets were locked and there was no water connection despite repeated instructions to the contrary. We need to issue fresh instructions to the field staff regarding provision of water connection to all the schools toilets and also for upgrading the toilets as per the revised norms fixed by Govt. of India. The practice of locking of school toilets may be

discontinued and arrangements for water outside the toilets for washing of hands etc. should also be made.

Watershed Project:

1. It was seen in Nichar Block that pace of expenditure in IWDP Project is very slow and there are serious problems of coordination between BDO, technical staff and Pradhan. Because of low pace of expenditure, cases for releasing of next instalment could not be sent to GOI during the last financial year. It was felt that adequate monitoring/review of these projects is not taking place at the District level. Accordingly it will be desirable to issue directions to the DC/PO (DRDA) for effective review of Watershed Project in relation to pace of expenditure, physical and financial progress, deployment of staff and convergence etc. If effective review is done at the District level, many issues can be sorted out timely without wasting of time during precious working season.

2. The staff and Pradhans of Gram Panchayat also raised the issue of handing over of records from Watershed Committees to the Panchayats pertaining to Pre-Hariyali Projects. The Pradhans were asking for the entire records pertaining to WCs because they were finding it difficult to complete on going / incomplete works. At present the record was lying with the BDO Office and technical staff was reluctant to handover the record to Gram Panchayats. Accordingly it is felt that clear instructions be issued regarding this as to when the projects are implemented by WDCs or NGOs who will be responsible for safe custody and upkeep of the record after the projects are closed or bound up.

3. I also visited the office of DDP, Pooh and inspected the number of schemes implemented or being implemented by them. DDP Office was directed to submit the cases to Govt. of India for releasing of next instalment or clubbing of next

instalment in various projects expeditiously before 30th June. They were also directed to gear up the pace of expenditure under various projects sanctioned in various batches and the same need to be monitored by the DRDA/Directorate.

4. It was seen that DDP has total staff strength of 19 people recruited over the years. It seems that staff has been recruited without assessing the need of the Project and also by not observing the transparent procedure. PO(DRDA) was directed to look into this aspect as to whether so much of staff was needed and also whether the approval of DRDA was obtained or not.
5. It was also felt that the monitoring and review of DDP Projects is not being effectively done by DRDA/DCs and P.O was directed to institutionalize in depth review of such projects pertaining to following items:-
 - Pace of expenditure.
 - Physical and financial achievement under the project.
 - Submission of cases to Govt. of India for timely release of funds.
 - Convergence issues.
 - Staff issues and productivity related issues.
6. It was seen that good work has been done under DDP Projects and the staff is now quite familiar and competent to implement such projects. In case of DDP, Kaza also staff is capable and good work has been done in the field in the areas of Horticulture/Irrigation and Land Development etc. Accordingly it was suggested that the new watershed Projects under new guidelines should also be implemented through these DDPs offices.
7. Looking at the over all pace of expenditure, progress and implementation of various Watershed Projects, it is felt that monitoring of all these projects should be strengthened at the Directorate level also. The Watershed Cell in the Directorate should continuously review and chase these projects in

relation to physical and financial progress, submission of cases to Govt. of India for releasing of next instalments, pace of expenditure, staff deployment/ preparation of PPR/DPRs etc. This Cell should also follow up the cases with concerned offices in the Govt. of India also. In fact over all progress in implementation of these projects in the State reveals that the adequate effort by the PIAs is not being continuously made which delays the physical and financial achievements. Accordingly effective review and monitoring mechanism at the Directorate and DRDA level should be put in place.

Other Issues:

1. BDO Rampur has suggested that there is need to appoint Junior Accountant under Samiti Head for catering to the increased workload.
2. Vacant posts of Panchayat Sahayaks need to be filled up immediately so that they are trained and exposed to their duties in Gram Panchayats before the process of conduct of election begins.
3. There is need to organize more training for the staff as well as ERs of PRIs during the winter months to utilize the time effectively and to ensure that they are made conversant with the various instructions on all subjects.
4. Similarly exposure visits of these people should be organized to various places outside the State under TSC, NREGA, Watershed funds in the interest of better implementation of these Schemes.
5. As discussed earlier also there is need to provide LCD Projector alongwith screen in all the Blocks , it will be used for IEC activities under various programmes.
6. The provision of generators in various offices in the tribal areas should be made so that they can use the Internet and other ICT aids for transmission of data which will help improving the efficiency in these offices.

You are accordingly requested to get all the issues analysed and take action immediately since the working season in these areas is very short. Wherever fresh instructions are proposed to be issued, the draft of these instructions be put up to the undersigned at an early date.

Secy.(RD&PR)

Director(RD)

U.O. No. PS/Secy(RD)/2010

30.6.2010

Copy to the Special Private Secretary to Chief Secretary for kind perusal of Worthy Chief Secretary.

(R.D. Dhiman)

Secretary (RD & PR)

30.8.2010

Subject: **Meeting regarding BPL Survey Pilot.**

I attended the meeting on the above subject convened under the Chairmanship of Secretary (RD), Government of India on 1.6.2010. The presentation on the methodology was made along with detailed discussions on the various items of questionnaire devised for the purpose as placed below. During the general discussions on the issue, the entire time was exhausted and the States felt that their view point could not be put across and accordingly, it was decided that all the States will send the written communication and comments on the methodology and questionnaire etc. and also other issues relating to this subject. It is accordingly felt that we need to send the detailed comments to Government of India immediately not later than two days on the following points:-

1. Vide reference on the subject received earlier in the department, we were requested by the Government of India to intimate the name of nodal agency which will be carrying out the Pilot, but we could not do it. So as discussed, the Department of Economic & Statistics can be intimated as agency which will carry out and assist in the conducting of Pilot.

2. We also had to appoint the Nodal Officer for over-seeing the BPL Pilot which has not been made yet. The same be done and adequately senior officer be made the Nodal Officer for this purpose, who should thoroughly go through the communication and the questionnaire and also attend all meetings in that connection and over-see the conduct of the Pilot survey.

3. At their own level, Government of India have decided that the People's Science Institute (PSI) will act as a Nodal Agency for the purpose of conducting PRA exercise for Himachal Pradesh.

4. For the purpose of Pilot Survey as per the list attached, they have selected 4 villages namely Kibbar Khas (Spiti), Dharmaling (Nichar), Neol (Kullu) and Sarog (Sihunta). A perusal of this shows that 2 villages are situated in the tribal districts of Lahaul & Spiti & Kinnaur, one each in district Kullu and Chamba. Accordingly, it is felt that these very small villages selected may not be truly representative villages for the entire Himachal Pradesh. Moreover, the villages selected are very small and seem to be census villages wherein the entire Survey & PRA exercise may not be that meaningful and reflective as far as the efficacy of Pilot is concerned. The village selected in Chamba district has population of only 126 persons i.e. around 20 households and the village in Spiti has population of only 82 persons (around 15 households). So, in view of very small size sample, the Pilot will not be of any consequence. The representative of the Government of India in the meeting had stated that these are the villages

already selected by the NSSO (66th round of survey) and it will not be advisable to change them. However, with insistence of the States, they have agreed to look into this. Accordingly, we have to highlight the issue of improper selection of the sample villages especially because they are too small and are not representative and that only one is needed to be selected in tribal areas since population of tribal area is 2-3% only and also that only one village either from district Chamba or Kullu is required to be selected and the other districts in the other parts of the State and the lower areas should also form part of the sample villages.

In fact we also need to highlight to the Government of India that the determination of prevalence of poverty on the basis of sample of only 2-3 villages, that also being very small and non representative is required to be re-examined because it is on the basis of such survey conducted earlier by NSSO that the percentage of BPL households has been determined at only 10-11% which is totally wrong and unrealistic. Presently, the State has around 24% household living below BPL and as per the feed back, the number is still far lower than the prevailing level of poverty in the State. Accordingly, we need to highlight that this basis for determination is not based on sound footing and a re-look into it will be required.

5. We also need to highlight that the questionnaire is primarily meant to capture the assets earned by the families including moveable assets among other things, but no details of the liabilities of the household such as debts raised from PACs/Banks/money lenders or land owners or similar other liabilities. So, if possession of assets such as four wheeler, taxi or autorickshaw could lead to automatic exclusion of a family (which is probably intended), the same may not be realistic because such assets always are hypothecated to the concerned institutions. Moreover, in absence of the details of total family liabilities, using assets for automatic exclusion of a family from BPL or for other purpose may not be a desirable thing to do.

6. During the survey, it is seen that the details will primarily be captured through the statements made by the family members of the household, which may not be always trustworthy and accordingly, the details furnished by the family are required to be verified with the record of Patwaris, Panchayat Secretaries and other village level functionaries of different departments.

7. Nothing is clear in the details proposed to be captured in the questionnaire about the basis for gradation of households from poorest of the poor -- to rich i.e. unless the extent of income earned from different occupations or sources under Block 2 of Survey Form is clearly captured, the exercise will be half-hearted only because a certain family could be earning just Rs. 1000/- from 5-6 different sources and another family could be earning Rs. 20,000/- from similar 5-6 sources. So some basis for grading the families will have to be captured, simply saying yes or no may not be enough.

In addition, 2-3 officers in the headquarters can also thoroughly examine the questionnaire and methodology for the Pilot purpose and come up with indepth comments on the proposed exercise. The communication

containing the above details and the comments should be sent to the Government of India before 7th June, 2010 through Fax or email or both and also by Speed Post, because if it gets late, they may not look at these important issues.

Secretary(RD&PR)
3.6.2010

Director(RD&PR)