



GOVERNMENT OF KERALA

Abstract

Local Self Government Department - Kudumbashree - AAJEEVIKA - National Rural Livelihood Mission - Attappady Comprehensive Tribal and PVTG Development Project for seven years - Ist Phase - Implementation of the Project - Adminidtrative Sanction accorded-Orders issued.

LOCAL SELF GOVERNMENT (DD) DEPARTMENT

G.O.(Rt.)No.2327/2014/LSGD

Dated, Thiruvananthapuram, 03.09.2014

- Read:-
1. Letter No.J-12023/01/2014-RR dated 07.03.2014 from the Assistant Director (RL), Department of Rural Development, Ministry of Rural Development, Government of India, New Delhi.
 2. Proceedings of the meeting of the Empowered Committee held on 18.02.2014.
 3. Minutes of the Meeting held in the Chamber of Principal Secretary to Government, Local Self Government Department on 28.08.2014.

O R D E R

The Attappady Comprehensive Tribal and Particularly Vulnerable Tribal Groups (ACT & PVTG) development project for 7 years was approved by the Empowered Committee of the Ministry of Rural Development on 18th February,2014. It has the potential to be the national model for working with tribal groups in remote areas in general and PVTGs in particular. The Project aims to mobilize all families of Irula, Muduga, Kurumba Tribal Communities in Attappady Block in Palakkad district into their own three tier institutional structure of self-sustaining institutions and endeavours comprehensive integrated development of these families with reduced vulnerabilities, improved socio-economic and livelihood status and maximized access to their rights and entitlements. The Pilot Project would build the area as an immersion site and training ground for tribal and PVTG communities across the country on the one hand and the Pilot would nurture the social capital of community resource persons along with protocols and modules developed for deployment where needed to support and guide the tribal and PVTG communities across the country. Additionally the pilot proposes to train 6000 youth for skill development, for placement and self-employment each through convergence separately.

2. The social institutional structure of the tribal women of Kudumbashree at Attappady will consist of Neighborhood Groups (NHGs), their federation at the hamlet level called Oorusamithies and the federation of the Oorusamithies at the panchayat level called Panchayat Samithies. The NHGs, Oorusamithies and Panchayat Samithies will be constituted exclusively by tribal women of Attappady. The Executive Committee of the Oorusamithies and Panchayat Samithies will be

ex-officio members of the ADS and CDS respectively and the tribal NHGs, Oorusamithies, and Panchayat Samithies will be deemed to be affiliated to the panchayat. The constitution, the registration and function of the NHGs, Oorusamithies and Panchayat Samithies are detailed in the annexure.

3. Government are pleased to order the constitution of Oorusamithies and Panchayat Samithies. The aims and objectives of the Project is attached as annexure.

(BY ORDER OF THE GOVERNOR)

James Varghese IAS,
Principal Secretary.

To

1. The Additional Secretary, Ministry of Rural Development, NRLM Division, Government of India (C/L).
2. The Executive Director, Kudumbashree, Thiruvananthapuram.
3. The Director of Panchayat, Thiruvananthapuram.
4. The Commissioner for Rural Development, Thiruvananthapuram.
5. Chief Operating Officer Attapady Comprehensive Development Project (Through the Executive Director, Kudumbashree)
6. The District Collector, Palakkad District.
7. The DMC, Palakkad (Through the Executive Director, Kudumbashree)
8. The Accountant General (A&E) Kerala, Thiruvananthapuram.
9. The Principal Accountant General (Audit), Thiruvananthapuram.
10. Local Self Government (IA) Department (for information and follow up necessary action)
- ✓ 11. The Director, Information Kerala Mission, Thiruvananthapuram.
12. Stock File/Office Copy

Forwarded / By Order,


Section Officer.

R

Integrated Social Development Project of Attapady

The Attapady Comprehensive Tribal and Particularly Vulnerable Tribal Group (ACT & PVTG) development programme focuses on the comprehensive social development of the community. Education, health, capacity building of women, livelihoods would be the focal areas of the project. The project would be implemented by developing collectives and institution of the women. The aim is to build up exclusive institutions of tribal women which would lead to effective absorption and utilization of funds.

The institutions would comprise of the Neighborhood Group, Oorusamithi and the Panchayat Samithi. The Neighborhood Group (NHG) would be the collective of women formed at level of a neighborhood within a hamlet and the building block for the institutions of women. The Oorusamithi would be constituted at the hamlet level and the general body would comprise of all women in the hamlet who would also be members of NHGs. The Panchayat Samithi would be at the Grama Panchayat level and the general body would comprise of all office bearers of the Oorusamithi.

Institutional Structures

Constitution of the Neighborhood Group

The Neighborhood Group of tribal women is the basic institution in the hamlet. The Neighborhood group will comprise of women in the same hamlet living in a contiguous locality and will have 10 to 15 members. Every woman from the age of 18 years to the most elderly woman would be member of Neighborhood Group irrespective of their social and economic status. Hence there is possibility that there could be 2 women from the same family staying under the same roof like daughter and mother of daughter-in-law and mother-in-law or sisters-in-law.

The Neighborhood Group will have office-bearers consisting of the President, Secretary, Treasurer, Joint Secretary and other members who would work as volunteers looking after themes like agriculture, education, health, skills and self-employment and Mahatma Gandhi National Rural Employment Guarantee Scheme, women and child issues, entitlements and legal aid, decentralization and micro-plan and tribal sub-plan, etc. The term of the office-bearers would be for a period of two years and they would be unanimously identified by the group. The office bearers would be selected based on their literacy levels, capacity to read and write, leadership and initiative taking qualities, their personal history of adherence to the non-negotiables like regular saving, attending the meeting regularly, regular borrowing and repayment, maintenance of books, etc. The other thematic volunteers would be identified based on their knowledge and interest in the respective areas.

The Neighborhood Group would adhere to mandatory activities like regular savings, bank linkage, maintenance of books and accounts, regular meetings and documenting the minutes and resolutions, internal lending and regular repayment. The Community Operational Manual of NRLM would be the guiding document and its provisions would have to be adhered to.

Constitution of the Oorusamithi

The NHGs would be networked to form the Oorusamithi. The Oorusamithi general body would include all women members of the NHGs in the hamlet as members. However, the NHG will act as the Oorusamithi where ever the population of eligible women is 20 or less.

The Executive Committee would comprise of the President, Secretary, Joint Secretary, Treasurer and different thematic leaders as in the case of NHGs. The president, secretary and office bearers are selected based on the pre-requisites like their ability to read and write, adherence to the non-negotiable of NHG, leadership and initiative taking quality and knowledge and expertise in the thematic area. The President, Secretary, Joint Secretary and Treasurer would be elected from among the Presidents, Secretaries and member of the NHG specially nominated by NHGs. Thematic leaders would be elected from among the respective thematic volunteers of NHGs according to their specialization. This would comprise the Executive Committee of Oorusamithi. They would be elected by the general body of the Oorusamithi in the workshop held for the Oorusamithi formation. The term would be for a period of one year.

Thematic sub-committee would be formed involving the members of the Oorusamithi under the thematic leaders. Gender and ecology would be cross-cutting themes to be addressed by every committee.

Election of Office-bearers of the Oorusamithi

The Executive Committee would be elected by the general body in a workshop convened for the constitution of the Oorusamithi. The workshop would be convened either in the community hall or anganwadi of the hamlet. The workshop would have sessions on the significance of collectives, the social issues they face which can be resolved through the strength of collectives, possibilities for agriculture, land and water resources, other livelihood options, significance of Oorusamithi and description of the projects being implemented.

The workshop would be highly participatory with group discussions and presentation and resource mapping. It then proceeds to the selection of office bearers. After the climate is created through the above mentioned sessions, the presidents and secretaries of all NHGs are invited and a member nominated by each NHG and then the general body elects the office bearers of the Executive Committee. The opinion of the entire general body is sought. The ooru moopan would make the inaugural speech and would be present for the election of the executive committee. The election would be recorded in the minutes signed by the general body of the Oorusamithi, by an observer from the community preferably the community resource person and Project Management Unit staff.

The NHGs would be considered as affiliated to the oorusamithi once it is formed. The Oorusamithi would be primarily responsible to ensure that the NHGs are functioning well, maintaining registers and accounts, lending internally and repaying loans, linking with banks and developing micro-plans with priorities of members clearly addressed. They would also ensure that the most deprived are included and receive funds on a priority basis to be able to overcome their basic vulnerability.

Registration of NHG

- The executive committee of the Oorusamithi would register the NHGs in the prescribed format with the name of the NHG, names of members, and names of the office bearers and the resolution taken to form NHG. The oldest NHG following the non-negotiable norms will act as the loose Oorusamithi engaging in registration of NHGs till the Oorusamithi is formed. This would facilitate the smooth registration and opening of bank account.

Grading of NHG

The grading of the NHGs would be done by the executive committee looking at their adherence to the non-negotiables, the preparation of micro-plan, absorption of funds and repayment according to the schedule. A manual would be developed which reflects the criteria in the grading process. The basic grade could be understood as achieved when the NHGs are abiding by the criteria. The next grade would be understood as achieved when the NHGs have absorbed the funds and the repayment schedule is fixed on monthly basis and they are able to repay it. The next higher grade is considered to be achieved when the members have taken up livelihood activities along with adherence to the non-negotiable. The next grade would be considered as the phase when the NHGs starts accessing credit from the bank, starts accessing all entitlements from panchayat and diverse agencies and departments as a collective. The highest grading would be considered to be achieved when the members have in addition to the above have also been able to take up all their social and cultural issues and all legal rights.

The corpus fund and vulnerability reduction fund would be given through the Oorusamithi. The community investment fund and the livelihood fund would also be given through the Oorusamithi till the Panchayat samithi is formed. The funds are revolving funds to be repaid to the Oorusamithi.

The Oorusamithi will open its own bank account. The funds to the community will be disbursed through the bank account of the Oorusamithi. The account will be a joint account managed by the President and Secretary. The NHGs will submit the micro-plan to the Oorusamithi which will be appraised by the Oorusamithi with the assistance of project staff and the fund will be disbursed after reviewing the plan and getting approval from PMU. The Oorusamithi will also look at the utilization of funds by the NHGs and submit report in the prescribed format to the PMU.

The NHGs will submit a monthly statement regarding their financial status comprising of total savings, lending, repaid amount and interest, bank balance to the Oorusamithi. The auditing of the NHGs will be done by the accountant in the Oorusamithi along with the community resource person on a quarterly basis. There would be an auditing of the accounts and expenditure statement, the pass book, the financial register etc. the accounts of the Oorusamithi will be audited internally on a quarterly basis by the accountant of the Oorusamithi and the Community Resource Person of the Project Management Unit. The accounts of the Oorusamithi will be audited by an external auditor annually.

The Oorusamithi office bearers will be ex-officio members of the present Area Development Society and participate in the meeting. There will be a co-ordination committee comprising of the Presidents and Secretaries of the Oorusamithi and the community resource person from all the oorus at the ward level. Oorusamithi will be primarily responsible for formulation of Tribal Sub Plan at different levels—village, blocks, district and State. They will also be responsible to oversee the provision of all rights, entitlements, benefits of all schemes and services.

Constitution of the Panchayat Samithi

The Panchayat samithi would consist of all the Oorusamithis and the office bearers of the executive committee will be selected from the office bearers i.e. President and Secretaries of the Oorusamithi. It would have the President, Secretary, Joint Secretary, Treasurer, and thematic leaders. While the four main office bearers would be elected from the Presidents and Secretaries of Oorusamithi, the thematic leaders will be from the respective thematic leaders of the Oorusamithi.

The election would have criteria like initiative taking capacity, experience of having risen above poverty levels through their own capacity to build up livelihoods, literacy, being an example in their own oorusamithi in the management of funds like disbursement of corpus fund and revolving fund, adherence to good practices with reference to repayment schedule, livelihood practices in agriculture, cattle rearing etc. the tenure for each executive committee can be for a period of one year.

The Panchayat samithi executive committee will be elected through a workshop with the presence of the entire general body. There will be participatory discussions about the functioning of the Oorusamithi, the funds disbursed, the amount recovered, the bank linkages created, the schemes and services accessed, the entitlements accessed, the livelihood and self-employment activities undertaken etc. After this the significance of the panchayat samithi and its role would be discussed.

The Panchayat samithi will be equivalent to the Community Development Society in their delegation of power. The office-bearers of the panchayat samithi will be ex-officio members of the Community Development Society and attend quarterly meetings. The Panchayat samithi will represent the NHGs from the tribal communities in all meetings of the various departments and play a role in advocacy and planning. They will monitor and evaluate the functioning of the Oorusamithi. They would be independently registered. Both the Oorusamithi and the Panchayat samithi can independently have bank linkages. The Oorusamithi and Panchayat samithi will continue functioning as independent entities.

The Panchayat samithi will manage the gender resource centre and the youth resource centre and will be responsible in supporting the functioning of the producer federations. They will manage their books and accounts and will be primarily responsible for the disbursement of corpus funds. The internal auditing will be done by the accountant of the Panchayat samithi with the support of the community resource person. The Panchayat samithi's accounts will be audited externally by a Chartered Accountant and they will submit their utilization certificate and audited statement to the Project Management Unit.

Functions of the institutions

Neighbourhood Group

The Neighbourhood group will

- Engage in the collectivization and mobilization process and discuss social, economic and all developmental issues that affect them as a tribal and a woman.
- Maintain bank accounts and maintain financial register and minute's books.
- Engage in saving, internal lending and repaying the loan.
- Manage corpus fund effectively and ensure its recovery.
- Prepare the micro-plan and submit it to the Oorusamithi.
- Prepare a plan to address their issues and present it before the Oorusamithi for concerted and continuous action.
- Regularly meet and submit their registers and minutes to the Oorusamithi for auditing and monitoring.
- Regularly attend the meetings of the Oorusamithi and submit their micro plan and financial register.
- Prepare report and constantly keep reporting on issues of education, health, agriculture, livelihoods, self-employment, skill training, alcoholism and other rights and entitlements.

Oorusamithi

Oorusamithi will

- Ensure that the NHG's are adhering to the non-negotiable like registration, maintaining accounts and book-keeping, internal lending, repayment, regular meetings etc.
- Assist the NHGs to prepare their micro-plans and submit it punctually.
- Appraise the plans and engage in disbursement of funds.
- Look at the plans and put up the demand for the release of funds.
- Release of corpus fund, vulnerability reduction fund, livelihood fund and community investment support.
- Prior to the panchayat samithi formation, they will look into the disbursement of Vulnerability Reduction Fund, Community Investment Fund and livelihood fund.
- Recommend the NHG which should receive the corpus fund based on the adherence to the non-negotiable and absorption of funds.
- Ensure regular meetings of NHGs and capacity building of NHG members.
- Ensure that all NHG members receive training with respect to accounts, book-keeping and basic tenets of NHGs.
- Engage in forming resource groups for all thematic areas like health, education, gender, violence intervention etc.
- Engage in auditing of the books and accounts of the NHGs.
- Preparing micro-plan to be made part of Tribal Sub Plan preparation
- Initiate social auditing of all the processes, activities and fund utilization, etc.
- Initiating and managing nutritional and educational centre, creative learning spaces for children, cultural and extra-curricular activities for children etc.
- The producers group will be managed by the Oorusamithi
- The farmer's facilitation centre will be managed by the Oorusamaithi
- Maintain MIS
- The Oorusamithi will contact other stakeholders for transmission of information and advocacy with other departments.

Pachayat Samithi

The Panchayat samithi will

- Regularly summon meetings of the Oorusamithi
- Monitor and review the progress of each activity and ensure that the performance report is submitted through the results analysis frame work.
- Support the implementation of the activities which Oorusamithi cannot take up on its own.
- Review the disbursement of Vulnerability Reduction Fund, Community Investment Support and Livelihood Fund.
- The books and minutes of the Oorusamithi will be audited by the Panchayat samithi
- The youth resource centre, gender resource centre and anti-trafficking centre will be managed by the Panchayat samithi.
- The producer federation will be managed by the Panchayat samithi.
- The fund for the marketing, transportation will be managed by the producer federation run in close consonance with the panchayat samithi.
- The panchayat samithi will also be responsible for social auditing. The Panchayat samithi books and accounts will be submitted to the Project implementation unit for auditing.
- The activities will be undertaken with the instruction of the Project Implementation Unit.