Guidelines for administration of “Hill Area Development Programme (HADP)” on Pilot Basis in Tamenglong district

1. Background

1.1 The Composite District Infrastructure Index 2009, prepared by Ministry of Development of North Eastern Region for 80 districts of the NE States, had brought out the stark difference between the infrastructure indices of valley areas compared to hill districts in the states like Manipur, Assam & Tripura where the topography consists of both hills and valley. Tamenglong district was ranked 75 out of 80 districts of NER in Composite District Index Infrastructure 2009.

1.2 The Hill Area Development Programme (HADP), formulated in the Fifth Five Year Plan to supplement the efforts of the State Governments in the development of some hill areas, was implemented by the erstwhile Planning Commission in two hill districts of Assam-North Cachar (now Dima Hasao) and Karbi Anglong. The said scheme was discontinued w.e.f. 2015-16 onwards. Hill Area Development Programme (HADP) in North Eastern Region is the mandate of M/o DoNER, as per the Allocation of Business Rules, 1961.

1.3 In a meeting of Chief Secretaries and Planning Secretaries of the North Eastern Region held on 30th May, 2017, it was felt that a new scheme may be formulated for the development of Hill Areas and Backward Districts to take care of districts with lower indices of development.

1.4 Given the need to take up infrastructure development programmes in hilly areas based upon topographical need based budgeting, Hon’ble Chief Minister of Manipur in his letter dated 26th May, 2017, addressed to Hon’ble Prime Minister of India, had requested to re-start the Hill Area Development Programme in the states like Manipur, Assam & Tripura where the topography consists of both hills and valley.

1.5 Accordingly, “Hill Area Development Programme” is proposed to be implemented in Tamenglong district including Noney (pre revised district delineation) of Manipur on pilot basis for a period of two years 2018-19 and 2019-20.

2. Objective of the Hill Area Development Programme- Pilot

2.1 The Pilot Scheme aims for a holistic and inclusive development of the hill districts of Tamenglong including Noney. It strives to strengthen the state’s efforts in addressing the physical and social infrastructure gaps and providing a technology-driven enabling ecosystem for delivery of public services. It will harness the potential of identified local resources /
natural endowments to improve production and value addition for enhancement of income of local population.

2.2 The components of the pilot Hill Area Development Programme would be as follows:
   a. Physical Infrastructure such as Village multi-purpose community structures, water supply etc., not covered by any other scheme that can be completed in two years. Also, upgradation of roads/bridges which would link major production centres, tourism sites and health facilities and upgradation of sports grounds.
   b. Leveraging technology to take health and education in remote areas of Tamenglong, upgrading the teachers’ skills in interactive and child friendly tools. Improved learning outcomes especially in Science and Maths preferably with the help of organizations with demonstration capacities to bring rapid transformation in their respective sectors. A list of such organizations collated by NITI Aayog is at Annexure - I.
   c. Setting up Technological Facilitation Centres (TFC) in Tamenglong for unleashing the potential of the natural resources like cane, bamboo, orange, medicinal herbs, spices including herb spices, etc. and demonstrating successful value chain in bamboo shoots and orange based value added products.
   d. Infrastructure creation and Promotion of Eco-tourism
   e. Formation and Mobilization of livelihood groups on the lines of North Eastern Region Community Resource Management Project (NERCORMP) and North East Rural Livelihood Project (NERLP).

2.3 The scheme would strive to build and involve the community based institutions. For this purpose, the local credible institutions may be identified and may be strengthened through proper orientation and training.

3. **Duration of HADP- Pilot**

3.1 The pilot will be implemented in Tamenglong district including Noney (pre revised district delineation) of Manipur for a period of two years 2018-19 and 2019-20 at an estimated cost of Rs. 90 crores.

4. **Baseline Scenarios and Outcomes**

4.1 The expected outcomes from the proposed Hill Area Development Programme (HADP) are as follows:
   i. Enhancing livelihoods which can be captured by an increase in the income of the people.
   ii. Increase in the production and value addition of key natural resources like cane, bamboo, orange, etc.
iii. Improvement in the class appropriate learning attainment in schools or improvement in the pass percentage, which is established through independent assessment/third party evaluation.

iv. Improvement in the healthcare outcomes.

v. Increased tourist footfalls.

vi. Enhancement of physical and social infrastructure. It may be captured by increased mobility and improved governance.

On commencement, District Administration may prepare a suitable base line scenario. It may be required to provide necessary information on relevant output and outcome indicators.

5. Institutional and Administrative Arrangements

5.1 State Level Sanctioning Committee (SLSC)

A State Level Sanctioning Committee (SLSC) headed by the Chief Secretary of the State will be notified, with the authority to sanction specific projects recommended by the District Level Committee under each vertical in periodic meetings attended by representative(s) of M/o DoNER. The SLSC will comprise all State Level heads of the identified verticals, i.e. Secretaries of Horticulture, Education, Health, Forests, Tourism and Public Health Engineering Department (PHED), etc. along with the Finance Secretary. Planning Secretary may be the Member Secretary of the Committee.

5.2 District Level Committee (DLC)

A District Level Committee will be formed, to be headed by Deputy Commissioner of Tamenglong district with Project Director, District Rural Development Agency (DRDA) as Member Secretary and would consist of District Forest Officer, Executive Engineer, Public Works Department (PWD), Executive Engineer, Public Health Engineering Department (PHED), Chief Medical Officer, Sub-Divisional Officer (SDO) / Block Development Officer (BDO) of all Sub Divisions, Zonal Education Officer, District Officers (Agriculture and Horticulture), Chief Executive Officer, Autonomous District Council (ADC). This committee will be responsible for formulating the DPRs of various projects to be undertaken in the district and will be responsible to oversee the implementation of this scheme.

6. Project formulation and identification

i. The shelf of projects under various components of the scheme (preferably all components should be covered) and designated agency for execution of projects will be identified/finalized by the SLSC based on the recommendations of the District Level Committee (DLC). The guiding principle for identification will be as under:
   • Normally, the cost of the project will not be more than Rs. 10.00 crores.
   • The cost indicated in the concept paper of the project will be based on latest Schedule of Rates (SOR).
• The cost towards land acquisition and staff component will be inadmissible under the scheme.
• The cost for the maintenance of the assets created under the scheme will be met by the State Government.
• 25% of projects will be earmarked in such a way so that women and child budgeting is ensured.
• The project will be at single location with detailed lat-long information.
• 2% of the total outlay of the scheme towards incurring expenditure that includes payments to consultants/NGOs will be applicable.

ii. The list of shelf of projects, as identified by SLSC, with their concept note will be placed before a Project Identification Committee called “HADP Committee” chaired by Secretary, DoNER and co-chaired by the Chief Secretary of Manipur. The other members of the Committee will be as follows:
a. Secretary, Ministry of Road Transport & Highways or his/her representative not below the rank of Joint Secretary
b. Secretary, Department of Rural Development or his/her representative not below the rank of Joint Secretary
c. Secretary, Ministry of Drinking Water and Sanitation or his/her representative not below the rank of Joint Secretary
d. Secretary, Ministry of Electronics and Information Technology or his/her representative not below the rank of Joint Secretary
e. Secretary, Ministry of Food Processing Industries or his/her representative not below the rank of Joint Secretary
f. Secretary, Department of Agriculture, Cooperation and Farmers Welfare or his/her representative not below the rank of Joint Secretary
g. Secretary, Ministry of Health and Family Welfare or his/her representative not below the rank of Joint Secretary
h. Secretary, Ministry of Human Resource Development or his/her representative not below the rank of Joint Secretary
i. Secretary, Ministry of Tourism or his/her representative not below the rank of Joint Secretary
j. Secretary, Ministry of Culture or his/her representative not below the rank of Joint Secretary
k. Secretary, Department of Sports or his/her representative not below the rank of Joint Secretary
l. Secretary, North Eastern Council.
m. Joint Secretary (NESIDS), Ministry of DoNER
n. Financial Adviser, Ministry of DoNER
o. Superintending Engineer, Technical Wing, Ministry of DoNER
p. Joint Secretary or equivalent, in-charge of HADP in Ministry of DoNER.

(Note: a to k will be attending the HADP Committee meeting, on need basis.)
iii. The HADP Committee would meet at least once in a quarter. The Chairman may invite representatives from the State Government of Manipur to the meetings, as and when necessary, for which TA/DA would be borne by the concerned State Government.

iv. The HADP Committee will discuss the list of projects, submitted by the SLSC, with the representatives of concerned line Ministries of Government of India and will make suitable recommendations for funding of identified projects. It will also oversee the implementation of the Hill Area Development Project.

v. The recommendations of the HADP Committee will be submitted to the Minister in-charge of DoNER for in-principle approval of the projects, before communicating them to the State Government.

vi. The State Government will prepare Detailed Project Reports (DPRs) of the identified projects communicated to them. No change in the scope of the project in the DPR against what was proposed in the Concept Paper will be admissible.

vii. The State Government may co-opt reputed State level institutions such as National Institute of Technology (NIT) / Central Agricultural University (CAU) for techno-economic feasibility of the Detailed Project Reports (DPRs) and providing its recommendations. SLSC will also be responsible for proper implementation and monitoring of each project sanctioned by it. Adequate coverage of women may be ensured. The SLSC recommendations for sanction/ non-sanction of projects must be accompanied with all regulatory and statutory clearances like forest & environment, land acquisition, non-duplication certificate, availability of stone quarry etc., wherever applicable along with appraisal report.

7. Implementation of Projects and disbursal of funds

7.1 Sanction of Projects for implementation

i. After approval of Hon’ble Minister in-charge of DoNER, the project will be sanctioned by issuance of Administrative and Financial sanction of the project and release of a token amount of Rs. 10 lakhs in consultation with IFD.

ii. Works shall be awarded within three months of the issue of the sanction by the Ministry and a copy of the work order endorsed to the Ministry of DoNER.

iii. Release of balance amount of the 40% of the project cost in consultation with Integrated Finance Division (IFD) after work allocation.

iv. No work shall be undertaken by the designated agencies before the issue of Administrative approval and financial sanction by the Ministry of DoNER. No execution of Contract Agreement or Award of works should be done before sanction of the project. Any work done prior to sanction of the project will not be funded by the Ministry.
v. District Administration /State Government will award the contract after fulfilling all
codal formalities in a transparent manner. The tender notices and contracts may
indicate the binding clauses for incentives to contractors for early completion and
penal provision for delay.

8. Disbursement of funds

Since this is the time bound and fund would be allocated only to Tamenglong District
including Noney, the pace of project implementation is crucial. The working season is also
very short in the district. Accordingly, the State Government may ensure that the funds are
transferred to the District Administration Account within 15 days of the release of the funds.

The fund will be released to the designated agency through treasuries of the State
Government as per special dispensation accorded by Ministry of Finance. The State
Government will install PFMS portal at the State level and link their treasuries to the PFMS
portal of Ministry of DoNER for tracking of funds released under the scheme.

i. The funds will be released by Ministry of DoNER in two instalments of 40% and 60%
for sanctioned projects. It may be noted that the release of Rs. 10 lakhs as the token
amount is part of the first instalment.

ii. Second instalment of the project will be released by the Ministry of DoNER once the
Deputy Commissioner of the district through Government of Manipur mandatorily
submit utilization certificate for 80% of the first instalment released and
commensurate physical progress (40% of the total) duly signed by the Head of
designated agency and countersigned by Planning Secretary of Government of
Manipur.

iii. Request for release of subsequent instalment of funds submitted by the State must be
accompanied with:
(a) Utilisation Certificates (UC) for 80% of 1st instalment released. (GFR 12-C)
(b) Quarterly Progress Report (QPR).
(c) Photographs of the works completed.
(d) Inspection report of Nodal Officer.

iv. Any cost overrun over and above the approved/ sanctioned cost in any project due to
delay in implementation or any other reasons, has to be met by the State.

v. After completion of the project, a Completion Certificate along with utilization
certificate of the total fund released will be submitted by the designated agency
through the Government of Manipur.

9. Monitoring & Evaluation

i. The State Government will put in place a robust monitoring mechanism for proper
execution of the projects sanctioned under the scheme. The mechanism will preferably
consist of officials not directly concerned with execution of a particular project.
ii. The State Government will carry out periodic inspections for faster execution of the projects and their timely completion.

iii. The designated agency of the State Government will nominate a nodal officer for each project to complete them as per schedule.

iv. The designated agency will publicize the project in the local area.

v. The State Government will encourage the use of modern technical tools of Information Technology (IT) and space technology for monitoring the projects.

vi. Monitoring and evaluation of implementation of the project would also be undertaken by Ministry of DoNER through periodic meetings, field inspections at the implementation sites as well as through impact studies, social audits and evaluations conducted by Government or through independent agencies on the request of the Ministry, or by using space technology like geo tagging, etc., for monitoring of projects.

10. Relaxation/Modification

Relaxation/modification in any of the clauses of the proposed guidelines of the HADP-Pilot scheme will be made with the approval of Hon'ble Minister-in-charge, Ministry of DoNER. Modifications/Relaxation proposed by the State Government will be recommended by the SLSC under the broad framework of the scheme.

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