

# FRAMEWORKS MANUAL

DEVELOPMENT SUPPORT AGENCY OF  
GUJARAT  
(D- SAG)

BLOCK NO. 8/2, NEW SACHIVALAYA  
GANDHINAGAR-382 010

**GOVERNMENT OF GUJARAT  
TRIBAL DEVELOPMENT DEPARTMENT**

**DEVELOPMENT SUPPORT AGENCY OF GUJARAT**

(An autonomous Society promoted by Tribal Development Department of Government of Gujarat)

**CHIEF MINISTER'S TEN POINT PROGRAMME (VANBANDHU KALYAN YOJANA)**

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**FRAMEWORK I- GENDER FRAMEWORK**

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**INTRODUCTION**

Hon. Chief Minister of Gujarat has announced Van Bandhu Kalyan Yojana (CM's Ten Point Program) for the development of 43 ITDP Talukas of Gujarat. This programme aims at ensuring very high quality social and civil infrastructure and sustainable employment in these areas such that the income of every tribal family doubles in coming five years.

Vanbandhu Kalyan Yojana is designed in such a way that it not only ensures equal participation of women at every level but also aims at reducing drudgery of women so that they are able to participate in taking up useful activities. During design and development of every project and intervention, attention will have to be given to incorporate women friendly interventions. It will be the endeavour of every implementing partner to ensure that the framework described below is followed in letter and spirit.

**THE FRAMEWORK**

The guiding principle for Gender Framework will be to change mindset of every stake holder in order to create an environment in every project intervention where women are able to access the project intervention in equal proportion as compared to men.

Converted to the practical tips, the Gender Framework will aim at the following-

1. Every project should specifically look into the special needs of women in terms of Capacity Building, awareness raising, skill upgradation, drudgery reduction and any other facilities which will ensure that both men and women are able to participate in equal proportion and on equal basis;

2. Every project submitted to Development Support Agency of Gujarat should carefully analyze the specific constraints which women are likely to face in accessing the project and what specific inputs are being incorporated in the project to overcome these constraints.
3. The net result of the Gender Framework should be that at least 50 % of women participants in every project and also same proportion of women as compared to men are able to achieve project outcomes.
4. The Computerized Project Management System and Concurrent Monitoring and Evaluation of the program will look into the project achievements in a gender dis-segregated manner.
5. At the same time, the Chief Ministers Ten Point Programme would encourage specific projects aimed at reducing gender related disparities.
6. While selecting the staff for project implementation, every project will ensure that women are encouraged to join at various levels.

The project partners who do not adhere to these guidelines are liable to be penalized. The penalty can be in way of a deduction of 20 % of the project cost or / and closure of project.

The framework which will be followed to ensure that participation of women is increased and their access to programme interventions is ensured will be as follows:

**A. WOMEN FRIENDLY SPECIAL PROJECTS:**

Emphasis will be given to promote projects that are aimed at improving living conditions of women by improvement in health and hygiene, reducing drudgery, improving their nutritional status and providing quality basic infrastructure. Improvement in health will lead to direct impact on the life of women whereas reduction in drudgery will facilitate increase in participation in productive work that ultimately leads to increase in social empowerment. Some of the Projects which can be taken up on priority are-

1. Production of low cost Sanitary Napkins;

2. Extension of Chiranjivi Yojana to APL ST families;
3. Providing LPG Connection, tap water connection till the kitchen level and electrification of every ST household; and
4. Arranging SATCOM based tutorials in English, Mathematics and Science for school going girls.

#### **B. MEASURES TO ENCOURAGE ACCESS TO PROJECTS:**

Due to low literacy rate among women and various social barriers, women have low accesses to the government projects. Under Vanbandhu Kalyan Yojana, special efforts should be made to ensure at least 50 % participation of women. For this purpose-

1. Women headed households will be covered during the beginning of every project;
2. Every Project will have a separate component for capacity building of participating women to ensure equitable participation of women. This shall also include measures for their capacity building, awareness raising, and development of gender sensitive training modules and sensitization of men folks;
3. Project implementers right till the grass roots level will have to undertake gender sensitization course to appreciate the differential needs and expectations of women;
4. At least 50% participants in Wadi Projects and 80% in Integrated Dairy Development Projects will be women, irrespective of their land ownership;
5. Access to Credit through BPL Cards: In order to ensure that women are able to draw credit according to their needs through BPL cards, a project for this purpose will be developed; and
6. Widows belonging to BPL category will be extended credit from GTDC at a rate which will be 0.5% lower than prevailing rates.

#### **C. MEASURES TO ENSURE CONTROL TO THE ASSET CREATED THROUGH THE PROJECT:**

It is seen that women have lesser control on the assets built up through development projects. Livelihood promotion projects under this programme will encourage at least

50% assets in the name of women, either jointly or individually.

**D. INCREASED PARTICIPATION OF WOMEN IN PROJECTS AT EVERY LEVEL:**

It is realized that women face resistance in participating in development programmes due to sharing of responsibilities at family level. They also face barriers due to bias and discriminatory behavior common in society. Arrangements will be made to encourage women to come out of house and to take their stands at different level of project implementation. For this purpose,

1. In Project Management- to ensure presence of women at every level, women will have equal chance in recruitment in the projects which will be funded under the programme; and
2. If need be, support to crèches can be an in built part of projects. Moreover, to encourage women to be able to fully participate in training programme, services of child minders will be engaged during training programmes involving women.

**E. Monitoring and Evaluation:** While developing the monitoring and evaluation parameters, the gender framework will invariably be taken into consideration and gender dis-segregated data will be collated to assess the extent of implementation of the Framework.

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**FRAMEWORK-2: MONITORING FRAMEWORK**

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**INTRODUCTION**

For effective implementation of major projects, a monitoring framework is necessary which will provide predictability and improve quality of project interventions. Broad features of this framework are as follows-

- a. Baseline parameters should be developed while a new project is being finalized and baseline and endline surveys should be carried out as integral part of every project. This exercise may also include photo/ video documentation of the conditions of the target group before and after the project;
- b. Clear and simple input and output formats and computerized project monitoring system should be developed for every beneficiary oriented project. This exercise should be part of the inception report for commencing the project. The system should be built on query based platform and linked with existing BPL data base in order to avoid duplication and repetition with other similar programmes;
- c. Periodic concurrent monitoring and evaluation exercises will be carried out by implementing agency by engaging external organization in order to assess the quality of interventions and possible pitfalls in the future and taking immediate remedial measures. Expenses on this account should be part of the project and handled directly by implementing agency;
- d. Mounting annual supervision missions for major projects by engaging external experts who can also guide on course corrections; and
- e. Publishing the reports on the website of implementing agency.

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**FRAMEWORK III: FUND RELEASE FRAMEWORK**

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**INTRODUCTION**

It is felt that any lack of clarity on fund release mechanism will not only delay project implementation, resulting into serious loss of funds due to such delays, but will also encourage corruption and misuse of discretion. In order to bring better accountability and predictability in the operations and dealings of implementing agency, following funds release procedure will be followed-

1. Every financial proposal will be submitted by the in-charge Project Officer through the Accounts Officer & Chief Executive Officer to the Vice Chairperson within 3 days of its receipt, along with their comments and recommendations;
2. In cases where further clarifications are required or some more documents are sought, implementing agency will ensure that at least such amount is approved for which there is no dispute. In other cases, where there is no doubt regarding the intents and good faith of the payee organization, it will make efforts to release at least 75% of the due amount subject to settlement of the claim at a later date; and
3. Funds will be released within 2 days of approval in file and as far as possible; bank transfer to the account of the payee will be made in order to avoid loss/theft of cheques.

**DOCUMENTS TO BE FURNISHED BY PROJECT IMPLEMENTERS**

The Project implementers will have to furnish following documents at various stages before funds are released to them-

**A. FOR RELEASE OF FIRST INSTALMENT:**

1. Articles and by laws of the organization;
2. Inception report showing compliance with conditionalities and signed MOU or sanctioned orders;
3. Projected fund requirements for first quarter of Project;
4. Request for release of first instalment of funds, including physical and financial plans for the first quarter;
5. List of key project personnel;
6. Gantt Chart for the first quarter activities;
7. Indemnity Bond, Bank Guarantee and Pre Stamp Receipt; and
8. Details of bank account.

**B. FOR RELEASE OF SUBSEQUENT INSTALMENTS:**

1. Projected fund requirements for next quarter of Project;
2. Copies of the quarterly physical and financial progress reports;
3. Statement of Expenditure for previous quarter;
4. Request for release of next instalment of funds, including physical and financial plans for the first quarter;
5. Gantt Chart for the first quarter activities; and
6. Audited accounts for the previous year, if funds are sought after 30 September.

**CLARIFICATION FOR RELEASE OF FUNDS**

It is usually seen in the development sector that the implementing organizations have to run around before funds are sanctioned and released to them. This creates considerable uncertainty, delays in implementing the projects activities and also indirectly increases the cost on these projects. It is frequently seen that due to uncertainty in release of funds, the quality of outcomes are also badly affected.

Some of the usual excuses made by the officials to explain such delays are-

1. All the required documents were not submitted by the implementing agency (it should have been responsibility of the dealing person to give a ring to the implementing agency and obtain the missing documents – there is no



- justification to delay release of all the funds on this ground);
2. Some minor deviations in the project implementations were detected (these could have been allowed or rejected and funds released immediately on that basis);
  3. Clarifications are sought from higher office and a reply is awaited (whether the clarifications are relevant and serious enough to withhold all the grants, or it is a strategy to either delay or avoid responsibility);
  4. Some instructions issued earlier by the higher office are coming in the way of releasing the grant (did someone apply his mind to this matter and requested the higher office's permission to release the grant? Is the office trying to delay or avoid taking responsibility);
  5. An earlier inspection report has pointed out some mistakes in the implementation (relevant amount should have been deducted and remaining amount released / Some amount can be released on ad hoc basis or if the matter is serious enough to warrant closure of the project, proper show cause notice should have been issued mentioning clearly that until the matter is resolved, no further grant can be released);
  6. Implementing agency has not demanded funds in prescribed format (it should have been the responsibility of the dealing person to give a ring to the implementing agency and obtain the demand letter – there is no justification to delay release of all the funds on this ground); or
  7. Accounts officer / other dealing officers have raised some extraneous objections/ suggestions) (The head of the office is expected to sort it out quickly as it is his job to consider the merit of the objections and if it is not serious enough to ensure that for the sake of the project required funds are made available), and so on.

## **AUDIT**

All the funds released under CM's Ten Point Programme will have to be audited latest by September of the next financial year through Project Administrator in the format prescribed by the Development Support Agency of Gujarat. No further funds can be released without the approval of Secretary, Tribal Development Department after this period if the audited accounts are not submitted by implementing organization.

## **PURCHASE OF PROJECT ASSETS**

1. As the implementing agency will be dealing with Government funds, it is duty bound to induct its personnel through open advertisement unless an exceptional case is made out by it for recruitment of some highly experienced person. Such exceptions should be approved by the Project Administrator as per his discretion.
2. Similarly, it has to ensure that the costly assets for these projects are procured through a competitive process and the lowest price for that quality is paid. However, there is no need to force them to follow the State Government purchase guidelines verbatim.
3. Project Administrator should review the procurement procedures of individual implementing agency at least once every year and send his suggestions to the implementing agency and a copy to D-SAG. As far as procurement of assets at the beneficiary level is concerned, the concerned beneficiary should invariably be involved in selection of the asset and s/he should be given a wide range of choice and information about the asset, so that s/he is able to select the best possible asset. This part of the procurement process needs to be properly documented so that any issue which arises subsequently can be addressed. It is also feasible to keep digital video record of the assets along with the photograph of the beneficiary, which can be produced whenever the funding agency requires it.

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**INDEMNITY BOND**

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Know all men by those presents  
that.....

..... (**Full name of the institution**) an institution registered under the *Societies Registration Act – 1860 (21 of 1860)* (**or the relevant details of registration**) and having its office at ..... (**full address of the institution**) in the state of ..... (Herein after called the 'Obligator') and (i) son/wife of resident of ..... (ii) son/wife of ..... resident of ..... (**full details of the sureties**) (Here in after called 'sureties') are held and firmly bound to the Development Support Agency of Gujarat (here in after called the D-SAG) in the sum of Rs. .... (Rupees .....(**full amount in number**) ..... (**amount in words, in bracket**) only), together with interest thereon at the prevailing prime lending rate of the State Bank of India from the date of receipt of the said amount by the Obligator up to the date of refund thereon to the D-SAG.

2. Signed this ..... day of (**month**)..... in the year **two thousand seven**.

3. Whereas on the Obligator's request the D-SAG has as per its letter No. .... dated ..... and here-in-after referred to as the letter of sanction (which forms as integral part of those present and a copy where of is annexed here to annexure 'A') agreed to make in favour of the Obligator for the purpose of .....(**title of the project or work to be done**)..... A grant of Rs...../- (Rupees .....**full amount in words**..... only) out of **Rs**..... (**rupees** .....**full amount in words**.. only) have already been paid to

the Obligator (the receipt where of the Obligator do hereby admit and acknowledge) on condition of the Obligator executing a bond along with two sureties in the terms and conditions manners contained at its request the sureties have agreed to do.

**4.** Now the condition of the above written obligation is such that if the Obligator shall duly fulfill and comply with all its conditions mentioned in the letter of grant then the above written bond or obligation shall be void and of no effect, but otherwise it shall remain in full force, effect and virtue. These presents further witness that:

- (a) That decision of the Chief Executive Officer of D-SAG, or the Administrative head on the question whether there has been breach or violation on the part of the Obligator of any of the terms and conditions mentioned in the letter of sanction, shall be final and binding on the Obligator.
- (b) The liability of the sureties here under shall not be impaired or discharged by reason or time being granted by the D-SAG or any forbearance, act or omission by or on the part of the D-SAG whether with or without the knowledge or consent of the sureties in respect or in relation to the obligations or conditions to be performed or discharge in the obligation or
- (c) by reason of any the matter or thing whatsoever which under the law relating to the sureties shall but for this provision have the effect of so releasing the sureties from such liability, nor shall it be necessary for the D-SAG, to pursue the obligator before using the sureties or either of them for the amount due here under.
- (d) The Institution agrees and undertakes to surrender/pay to D-SAG the monetary value of all such pecuniary or other benefits which it may receive or derive have received or derived through/upon unauthorized use of grant for purpose other than that for which the grant was intended or the assets purchased largely from out the grant. The decision of the Chief Executive Officer of D-SAG as regards the monetary value of aforementioned to be surrendered paid to the D-SAG will be final and

binding on the Institution.

(e) The obligator or the sureties shall in the event of breach or violation of any of the terms and conditions mentioned in the letter of sanction, refund to the D-SAG on demand and without demur the entire amount of Rs. ..../- (Rupees .....**full amount**... only) or such part thereof as may be mentioned in the notice demand issued by the D-SAG along with the interest thereon at the prevailing prime lending rate of the State Bank of India from the date of receipt of the said amount by the obligator up to the date of refund thereof to the D-SAG.

(f) The D-SAG has agreed to bear the stamp duty, if any chargeable on these presents.

5. In witness thereof these presents have been executed on behalf of the Obligator and the sureties the day and year here in above written and accepted for on the day and year appearing against this signature.

Signed for and on behalf of D-SAG

Signature of Head of Institution with Seal

In the presence of:

1. \_\_\_\_\_  
(Name of witness)

\_\_\_\_\_  
(Signature)

2. \_\_\_\_\_  
(Name of witness)

\_\_\_\_\_  
(Signature)

**\*Note: Indemnity Bond to be taken on 100 Rs. Non Judicial Stamp Paper only**

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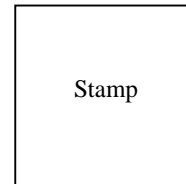
**ADVANCE RECEIPT**

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Received with thanks a sum of Rs. \_\_\_\_\_ (Rupees  
\_\_\_\_\_) towards the first installment of the project titled  
"\_\_\_\_\_" from Development Support Agency of Gujarat.

Rs. \_\_\_\_\_



Date- DD.MM.YY

Name of the Accountant  
Signature Across the  
stamp  
Seal of the Organization

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**FRAMEWORK IV: Use of Symbols and Ownership of assets paid for by the Projects Supported by D-SAG**

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**Framework-4: Use of Symbols and ownership of assets paid for by the Projects supported by D-SAG.**

In order to ensure that the D-SAG receive correct credit for the extent of its support to the projects funded and monitored by it, following guidelines will be followed by D-SAG and every implementing partner-

- a. The correct nomenclature of every project will be mentioned in first approval letter and through out the project cycle, same nomenclature will be mentioned in every document;
- b. The projects will be launched in events organized in consultation with D-SAG.
- c. A Project Launch Workshop will be organized by the implementing agency in the beginning to take on board various stakeholders and clarify to them the project objectives, components and expectations;
- d. In every document, publication, signboard and every other type of publicity material concerning the projects funded by D-SAG, following legend should accompany the description of the project- "Funded by Government of Gujarat as part of Chief Minister's Ten Point Programme";
- e. The logo of Chief Minister's Ten Point Programme should be appropriately and prominently put to the cover of every publication and at the top of every signboard and beginning of every publicity material along with the legend mentioned in sub para "b" above;
- f. At part of the inception report conditions, the project implementers will agree that the assets procured from the funds of the projects funded by D-SAG will belong to D-SAG till the duration of the project and in case of a pre-mature closure of the project, the assets will revert to D-SAG and it will free to re-assign them to any other implementing agency at its discretion and the first implementing agency will have no say in this matter;
- g. Before a project is closed on completion, as part of the sustainability exercise, a considered view will be taken by D-SAG Governing Board regarding the ownership of the assets procured from the project funds. While doing so, D-SAG will consult the final implementing agency and will also take into consideration following factors-
  - i. What mechanism will protect the interest of the participating BPL and other families in future;
  - ii. What mechanism will ensure continued wealth creation in the area; and
  - iii. What mechanism will be most sustainable over long period.

If after such an exercise, D-SAG board decides to transfer the assets to the private sector implementing agency, such agency will have to pay the book value of assets at the time of transfer.

Project Implementers consent to those frameworks will be part of the inception conditions.



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**FRAMEWORK V: SKILL TRAINING FRAMEWORK**

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**INTRODUCTION**

The Chief Minister of Gujarat has recently announced Van Bandhu Kalyan Yojana (Chief Minister's Ten Point Program) for the development of 43 Integrated Tribal Development Project Talukas of the State. This programme aims at ensuring very high quality social and civil infrastructure and sustainable employment in these areas. One of the main features of Chief Ministers Ten Point Programme is to double income of every tribal family in next five years. As a part of this vision, Tribal Development Department intends to provide High Quality and Outcome Oriented Skill Training to over 20,000 youths every year.

**SIZE OF THE INDIVIDUAL PROJECT**

Individual projects will be minimum for 3 to 5 years. Each project should cover at least 1000 and 5000 BPL tribal youths every year. Some small technology intensive projects with potential for scaling up will also be considered for piloting.

**INVESTMENT PER INDIVIDUAL / FAMILY**

The average cost of direct assistance to the poor Scheduled Tribe families should not exceed Rs. 30,000 per individual / family over the duration of the project.

## **EVALUATION / EXPECTATION FROM THE PROJECT**

1. The project partner will have to ensure that, a minimum of 67 % - 72 % of the trainees will be provided with placement / employment on successfully completion of the training.
2. The project partner will have to ensure that, the investment per individual / family during the project period, will be recovered by the individual / family within a period of 6-8 months in case of conventional training and 10-12 months in case of advance training;
3. The Project partner will have to ensure that, every participating family working in rural area is able to achieve annual income level of Rs. 30,000 or more. Similarly, the expected level of income in urban area will be Rs. 40,000 or more;
4. The Project partner will have to ensure that, the individual / family will be able to maintain the enhanced level of income for one generation once the project is completed;
5. The Project partner will have to submit the reports of the project to D-SAG and its implementing agency in the following prescribed schedule:
  - a) Quarterly report within a period of 10 days from the beginning of next / following quarter (4 per year); and
  - b) Annual report within a period of 1 month from the beginning of next / following year (1 per year).
6. D-SAG will seek performance guarantee to ensure that the outcome assurances are achieved at the end of the project.
7. There will be a reward / punishment clause in the project. According to it, if partners achieve the proposed level of result in stipulated time frame, it will

be rewarded with 2 to 5 percent of project cost. However, if partners fail to do so, they will draw a penalty of 2 to 5 percent of project cost. The clause will be subject to consideration of the risks involved. For the same-

- a. The Project partner will be provided with a reward of 2 % per individual in case of placement / employment within the band of 72 % - 80 % (only for individuals above this band), and 5 % per individual in case placement / employment above the band of 80 % (only for individuals above this band).
  - b. Similarly, an amount of 5 % will be charged per individual to the project partner in case of placement / employment within the band of 60 % - 67 % (only for individuals in this band), and an amount of 10 % per individual in case of placement / employment below the band of 60 % (only for individuals beyond this band). In case of placement / employment achievement are less than 50 % of the total trainees, flat 30 % of the total project cost would be deducted from the project partner.
- 8.** In any case, if the placement / employment percentage falls down below 50 %, the Project partner will be charged an amount of 40 % of that particular training module for that specific time period.

In nut-shell the project partner / organization would ensure achievement of a minimum of 67% - 72% success rate. The successful candidates would either become an entrepreneur or, would get employed. The organization would undertake further trainings to achieve this, if required. The success rate is defined as follows:

- I.** A minimum of 67% - 72% of the successfully trained candidates from each batch will be provided with placement / employment / self employment;
- II.** The candidate will earn an amount of Rs. 30,000/- per year in Rural localities or, Rs. 40,000/- per year in Urban localities within a year of completion of

training; and

**III.** The training cost per trainee would be earned within a period of 6 –8 months by the trainee, once the trainee successfully completes the training.

**\*Note-** All the above frameworks are applicable to all project partners under Chief Ministers Ten Points Programme with amendments in the same from time to time. Vice Chair Person, and Chief Executive Officer, Development Support Agency of Gujarat would have the authority to give relaxation to project partners in special cases based on the type of project and justification.