

പി2/45993/2015/കോ.വി.വ

കോളേജ് വിദ്യാഭ്യാസ ഡയറക്ടറുടെ  
കാര്യാലയം, തിരുവനന്തപുരം  
തീയതി: 07-07-2016

സർക്കുലർ

വിഷയം:- കോളേജ് വിദ്യാഭ്യാസ വകുപ്പ് - Mahatma Gandhi NREGA - പ്ലേ ഗ്രൗണ്ട് നിർമ്മാണം - സംബന്ധിച്ച്.

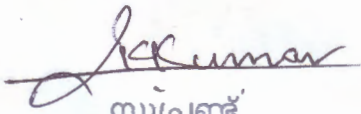
സൂചന :- GO(Rt) No.118/2016/LSGD, dated 12-01-2016.

റൂറൽ ഏരിയയിൽ പ്രവർത്തിക്കുന്ന സർക്കാർ കോളേജുകളിലെ ലഭ്യമായ സ്ഥലത്ത് സ്പോർട്സ്, ഗെയിംസ്, ഹെൽത്ത് വാക്ക് എന്നീ ഉദ്ദേശ്യങ്ങളോടെയുള്ള പ്ലേ ഗ്രൗണ്ട് നിർമ്മാണം MGNREGA പദ്ധതിയിൽ ഉൾപ്പെടുത്തിയിട്ടുണ്ട്. നിലവിൽ പ്ലേ ഗ്രൗണ്ട് ഇല്ലാത്ത കോളേജുകളിൽ MGNREGA പദ്ധതിയിൽ ഉൾപ്പെടുത്തി പ്ലേ ഗ്രൗണ്ട് നിർമ്മാണം നടത്താൻ ഉദ്ദേശിക്കുന്നുണ്ടെങ്കിൽ ആയതിന്റെ സമഗ്രമായ പ്രൊപ്പോസൽ (പ്ലാനും എസ്റ്റിമേറ്റും ഉൾപ്പെടെ) നൽകണമെന്ന് സർക്കാർ അറിയിച്ചിട്ടുണ്ട്.

റൂറൽ ഏരിയയിൽ പ്രവർത്തിക്കുന്ന സർക്കാർ കോളേജുകളിലെ പ്ലേ ഗ്രൗണ്ട് നിർമ്മാണം MGNREGA പദ്ധതിയിൽ ഉൾപ്പെടുത്തിയ പ്രൊപ്പോസലും അനുബന്ധ സർക്കാർ ഉത്തരവും ഇതോടൊപ്പം ഉള്ളടക്കം ചെയ്യുന്നു.

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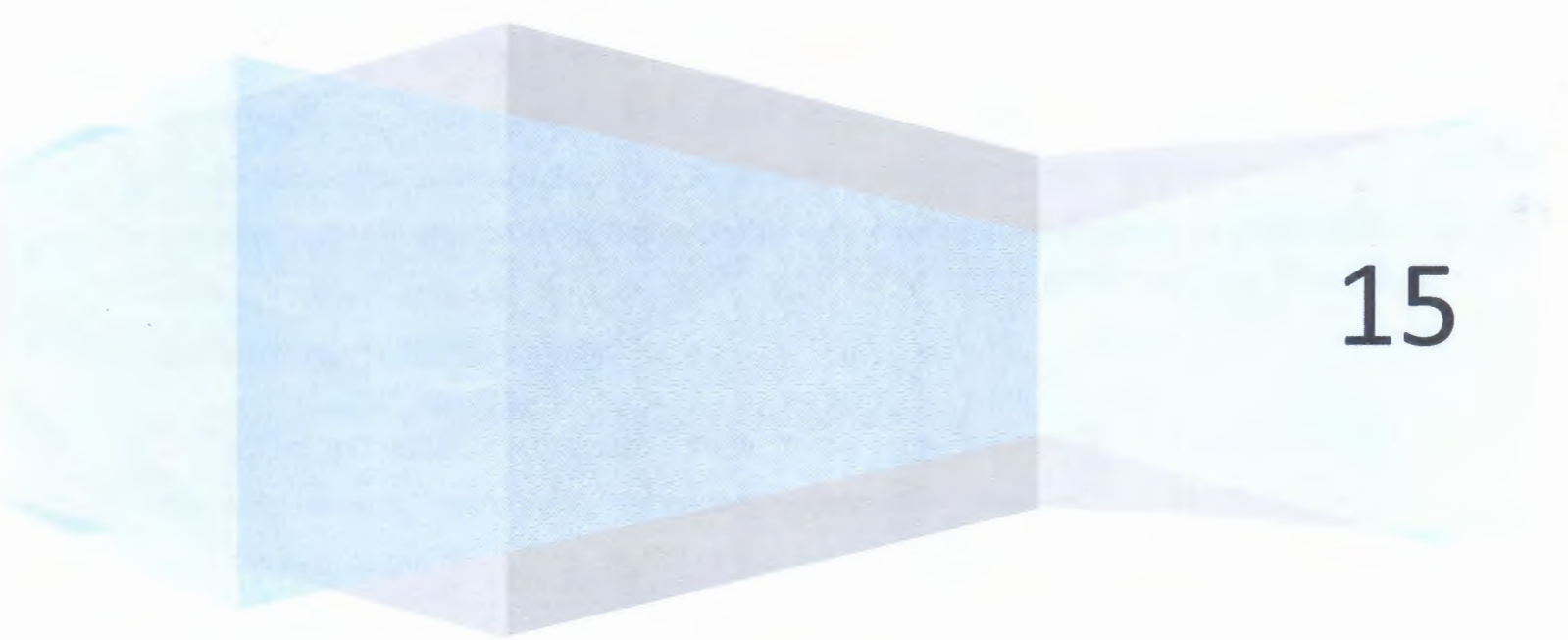
# Mahatma Gandhi NREGA State Mission Kerala

45993

## Proposal to construct Play grounds in rural areas

Under Mahatma Gandhi NREGA

Kerala



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## I. Introduction

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Kerala's remarkable achievements in health in spite of its economic backwardness has provoked many analysts to talk about the unique "Kerala Model of Health" worth emulating by other developed countries. The hall mark of Kerala model is low cost of health care, universal accessibility and availability even to the poor sections of the society.

There are many socio-economic conditions unique to the state which has been postulated to make this health model possible. The high female literacy rate (87.72%) of the state is worth mentioning in the regard. The widely accepted health indication viz death rate, Infant Mortality Rate (IMR) and expectation of life at birth too are far advanced than the rest of the states in India and are even comparable with developed countries. Such that in Kerala, the expectation of life has increased, infant mortality rate is very low and there is decline in death rate. Also the health awareness among the citizens of the state maintains to be at a very high level.

Despite, better health outcomes, the much-proclaimed Kerala model of health have started showing a number of disturbing trends. Although mortality is low, the morbidity (those suffering from diseases) both from urban and rural Kerala is high in Kerala compared to other Indian states. Thus the paradox is that on the one side Kerala stands as the state with all indicators of better health care development in terms of IMR,MMR, birth rate, death rate etc. on the other it outstrips all other Indian states in terms of morbidity especially the chronic illness

The morbidity analysis of Kerala reveals that the attack of acute diarrhoeal diseases, measles, pneumonia, pulmonary tuberculosis, dengue fever etc is the major diseases dominating the health profile of the state. The attack and death of a mammoth of

population due to vital illness - *chikungunya* compelled the state to declare a health package to the state to liberate its people from this vital illness. Moreover, many epidemics that were supposed to be eliminated from Kerala are staging a comeback. Higher prevalence of mental health problems including higher suicide rates, health problems and death due to road traffic accidents and other traumas are worth mentioning in this regard.

Ageing is another area of concern of Kerala health that accounts for hike in morbidity. As life expectancy increases there is high incidence of disease associated with aging and life style diseases. Sedentary life styles, lack of physical activities and obesity increases the risk of chronic and life style diseases.

Though Kerala spends fairly substantial amount on medical and public health compared to other Indian states, public health system is getting alienated from the common man due lack of medicines and sophisticated infrastructure facilities in the government hospitals. Thus, public health centers are being utilised mostly for maternal and child health care programmes especially for immunisation schemes.

As the state is moving into a consumeristic society, the commercialization of health care is rampant in the state. Thus the state's health scenario is slowly drifting towards the decay of public health system, uncontrolled growth of private sector, escalation of health care cost and the presence of communicable, non-communicable and life-style diseases. In such a situation the state has to go a long way for improving the key health care indicators of health.

## II. Improved health: road ahead

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A World Health Organization report informed that the lifestyle diseases resulted in two-thirds of all deaths. But the good news was that all these diseases were largely preventable by correcting man's lifestyle and following a healthy and risk-free diet system. The campaigns and initiatives taken by voluntary agencies, Government and private organisations including hospitals proved successful in the state.

Diabetes prevention campaign undertaken in various places was of great help in reducing as well as controlling the lifestyle disease. A similar activity now gaining momentum is the Walk to Health programmes held as part of the disease prevention campaign in various places. As many as one Lakh people, including volunteers of National Service Scheme, health workers, people's representatives, school-college children and their parents, took part in the 30-minute 'health-walk' held at 50 places in the two districts in November 2012.

We all know that morning walk is the best exercise. It can be great for the body, mind and spirit. Walking is the exercise which is quite easy to maintain especially since the cost is minor and it begins when you step out from your home. It gives you energy and relaxes one's mind. People feel a physical and spiritual upliftment with the morning walk. The chirping of birds, fresh air and a calm environment changes the perception and takes the walker to the highest level of mind. Along with mental peace it also gives so many other health benefits which are mentioned below.

- ✚ Morning walk helps to lose weight. It burns calories and increases the metabolism of the body. A regular walk with a balanced diet can give good results in weight loss.
- ✚ Morning walk reduces the risk of heart attack and stroke. It improves the circulation of blood. Walk raises the HDL levels which is good cholesterol and

lower the levels of LDL (the bad cholesterol) plus it strengthens the heart muscles and dilates the blood vessels.

- ✚ Morning walk also reduces type 2 diabetes risk. It balances the blood sugar levels and reduces the weight which can be the contributing factor for the disease.
- ✚ Morning walk improves breathing capacity. It gives fresh oxygen which is required for the many bodily functions including the working of lungs.
- ✚ Morning walk helps in the management of stress. Walk promotes the production of hormones which reduces the levels of stress. It also increases the level of thinking by increasing the supply of fresh oxygen to the brain and the person can see more positively about the life.
- ✚ Morning walk helps to treat hypertension. It prevents the fat deposition in the walls of blood vessels and thus maintains the blood pressure of the body. If the fat gets deposited into the walls of blood vessels then it can narrow the diameter of the blood vessels and which can raise the blood pressure of the body.
- ✚ Morning walk is very beneficial for the people suffering from insomnia. 20-30 minutes' walk after the meals in the night can help to reduce the stress levels and can also help in the digestion of the food which in turn gives a sound sleep.
- ✚ Morning walk supplies fresh oxygen and blood to each and every cell of the body which is required for the transport of every nutrient in the body. This also helps in the better activity of immune system and thus gives the body a power to fight against infections.
- ✚ Studies suggest that walk also helps to reduce the risk of cancer and if someone is already suffering from cancer then it helps in the fast recovery and survival of the person.
- ✚ Morning walk also improves the brain power and this is a scientifically proven fact now. It gives mental clarity and helps to improve the concentration also.

In addition, there should be sufficient space for children also to play outside since it's a vital part of childhood that helps children develop physical strength, coordination and balance. It can also provide opportunities for children to learn and develop:

1. Social Skills - when they play with other children they learn to communicate, share, collaborate and empathise with others.
2. Imagination and creativity - outside play is often open-ended and children need to be creative about what and how games are played.
3. Thinking and problem solving skills - as children assess risks and tackle new challenges they learn about having a go, persistence and perseverance and the success those attributes can bring.
4. Sense of self - as they master new skills and play with other children they improve their competence and confidence in their own physical and social abilities.
5. Sense of connection - to place, to peers and to their local community and environment.
6. Self care skills - managing physical and social challenges helps children to learn about keeping themselves safe.

To support these broad activities, play grounds should be developed wherever possible so as to generate active, free, quiet, social, imaginative, creative, exploratory and natural play.



### III. Sports and Games in Kerala

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Some of the great athletes who have excelled at the national and international level belong to Kerala. Suresh Babu, T.C.Yohannan, Valsamma, P.T.Usha., Anju Geoge.. the list goes on and on.

Certain games and sports which were popular in the villages of the State till a decade ago have almost disappeared from the scene. When the society got transferred itself from one inhabited by common folk to that of a middle class society, these games and sports got relegated to mere 'local' games and sports. Games such as '*Kilithattukali*', '*Kallukali*', '*Thalappandukali*', '*Kuttiyumkolum*' today evoke only nostalgic memories. While '*Kilithattukali*' gives ample exercise to the muscles, '*Kuttiyum Kolum Kali*' is our own version of cricket. It's the poor man's cricket.

There are other 'local' games which are on the Wane, but are quite interesting. When we consider that all these old games and sports have not adversely affected the studies of children those days, than only we realize the magnitude of the loss to the new generation of children and young people.

Both Football and Cricket are the two most popular games in the State now. Football (soccer) became more popular and struck deeper roots in Kerala than cricket owing to some of its special characteristics like easily understandable rules and less costly nature. In addition the two popular games, Kerala also play tennis, Volleyball and athletics. Volleyball is quite a popular game in the State owing to its less costly nature. Athletics in Kerala has a fairly long history. Kerala has won more laurels in athletics than in any other form of sport, thanks the women athlete like P.T.Usha.Kerala School Sports system is the most structured and extensive local way of sports exposure and development of the youth. Kerala School Sports is one of eminent events happening in

the student's community. School Sports is conducted at 3 levels: Athletics, Aquatics and Games. Games include Taekwondo, Judo, Wrestling and Chess..

#### IV. Mahatma Gandhi NREGA and construction of play grounds

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The Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (Mahatma Gandhi NREGA) was notified on September 7, 2005 mandating to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work.

The Goals of Mahatma Gandhi NREGA are

1. *Social protection for the most vulnerable people living in rural India by providing employment opportunities*
2. *Livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity Drought-proofing and flood management in rural India*
3. *Empowerment of the socially disadvantaged, especially women, Scheduled Castes (SCs) and Schedules Tribes (STs), through the processes of a rights-based legislation*
4. *Strengthening decentralised, participatory planning through convergence of various anti-poverty and livelihoods initiatives*
5. *Deepening democracy at the grass-roots by strengthening Panchayati Raj Institutions*
6. *Effecting greater transparency and accountability in governance*

Thus, Mahatma Gandhi NREGA is a powerful instrument for ensuring inclusive growth in rural India through its impact on social protection, livelihood security and democratic empowerment.

The Act was notified in 200 districts including Wayanad and Palakkad in Kerala in the first phase with effect from February 2nd 2006. Subsequently, it was extended to an additional 130 districts including Idukki and Kasargod Districts of Kerala in the financial year 2007-2008). The remaining districts have been notified under Mahatma Gandhi

NREGA with effect from April 1, 2008. Thus, the Mahatma Gandhi NREGA covers the entire country with the exception of districts that have a hundred percent urban population.

Unlike the erstwhile rural employment schemes implemented in the country, the Mahatma Gandhi NREGA is unique in various aspects such as

- a. The Mahatma Gandhi NREGA has given rise to the largest employment programme in human history and is unlike any other wage employment programme in its scale, architecture and thrust. Its bottom-up, people centred, demand-driven, self-selecting, rights-based design is distinct and unprecedented.
- b. The Mahatma Gandhi NREGA provides a legal guarantee for wage employment.
- c. It is a demand-driven programme where provision of work is triggered by the demand for work by wage-seekers.
- d. There are legal provisions for allowances and compensation both in cases of failure to provide work on demand and delays in payment of wages for work undertaken.
- e. The Mahatma Gandhi NREGA overcomes problems of targeting through its self-targeting mechanism of beneficiary selection, that is, a large percentage of poorest of the poor and marginalized seek employment under the Scheme.
- f. The Act incentivises States to provide employment, as 100 per cent of the unskilled labour cost and 75% of the material cost of the programme is borne by the Centre.
- g. Unlike the earlier wage employment programmes that were allocation-based, Mahatma Gandhi NREGA is demand driven and resource transfer from Centre to States is based on the demand for employment in each State. This provides an additional incentive for States to leverage the Act to meet the employment needs of the poor.
- h. Women empowerment is an important objective of Mahatma Gandhi NREGA. A minimum 1/3<sup>rd</sup> employment opportunities are legally entitled for women workers. In Kerala, the share of women in the total person days generated is 93% for the last three years. In addition, the demand forecasting and work projection that are the two pillars of Labour budgeting are initiated in Kerala by the Neighborhood groups of

women. Further, 100% of the mates in the implementation of the Scheme are women in Kerala

- i. Gram Panchayats (GPs) are to implement at least 50 per cent of the works in terms of cost. This order of devolution of financial resources to GPs is unprecedented. In Kerala, right from inception, 100% of the works are implemented by the Grama Panchayats
- j. Plans and decisions regarding the nature and choice of works to be undertaken, the order in which each work is to be triggered, site selection etc. are all to be made in open assemblies of the Gram Sabha(GS) and ratified by the GP.
- k. This bottom-up, people-centered, demand-driven architecture also means that a great share of the responsibility for the success of the Mahatma Gandhi NREGA lies with wage-seekers, GSs and GPs.
- l. The wages of the workers are directly credited to their individual account by the Panchayats. Workers are free to open their individual accounts with Commercial Banks, Cooperative Banks and Post Offices. Now, the workers having their account with Commercial banks (85%) and Post Offices (6%) are getting their wages through the Electronic Fund Management System eFMS operationalised from the year 2013, 14 onwards. Under this system, the Grama Panchayat Secretary and President signs the Fund Transfer Orders generated in the Computer digitally and a centralized nodal bank credit the amount to the workers account
- m. Mahatma Gandhi NREGA also marks a break from the relief programmes of the past towards an integrated natural resource management and livelihoods generation perspective.
- n. Social audit is a new feature that is an integral part of Mahatma Gandhi NREGA. Potentially, this creates unprecedented accountability of performance, especially towards immediate stakeholders.

Among the permissible works under the Act, in category D, construction of play grounds are permitted under creation of Rural Infrastructure. A playground is used for different types of recreational activities by a community. The constructing of a finely designed playground has got deep social perspectives of its own.

The following type of stadiums can be constructed under Mahatma Gandhi NREGA

- a) Football stadium with track and Gallery
- b) Football stadium without track and Gallery
- c) Football stadium with Gallery
- d) Football stadium for 7 players
- e) Volleyball Court with cement flooring
- f) Volleyball Court (Ordinary)
- g) Basket Ball stadium with cement flooring
- h) Basket Ball Court (Ordinary)
- i) Tennis Court (clay)
- j) Tennis Court (Cement)
- k) Common stadium having Long Jump Pit and High jump Pit
- l) Shuttle Badminton Court
- m) Ball Badminton Court
- n) Kho Kho Court
- o) Cricket stadium with pitch
- p) Hockey stadium (Cement)
- q) Hockey stadium (Clay)

## V. Activities

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The construction of play grounds for the purpose of sports & games and health walk can be undertaken in the first phase in all rural public places available with the local bodies and in Schools/Colleges under the ownership of Government. Subsequently, with the consent of Government of India, the scheme can be extended to private schools/colleges also

The identification of sites for construction of playgrounds shall start after the preliminary discussion on the project at the Principal Secretary level. The Departments of Panchayats, Education, Collegiate Education, Kerala Sports Council and Mahatma Gandhi NREGS State Mission Kerala shall have a detailed discussion on the possibilities and prospects of the project.

The meeting should be followed by identification of sites by the local bodies and Schools & Colleges including technical training institutes owned fully by Government. The Panchayat and the School Head Master shall certify that the Court/Stadium/Ground developed under Mahatma Gandhi NREGS shall be open to the players for Sports and Games and also interested persons to take their morning and evening walk. The time allowed for morning/evening walk and play time shall be fixed and intimated to all concerned.

On receipt of proposals, the Grama Panchayat shall include the said works in the existing shelf of projects. However, it may be ensured that these works get approved in the Grama Sabha.

### **Non Negotiable components under Mahatma Gandhi NREGA**

- ✚ Only job cardholders will be employed for the unskilled part of work.
- ✚ Muster Rolls will be maintained on the worksite with copies to the Gram Panchayat.
- ✚ Wage payments will be done only through banks/post office accounts
- ✚ No contractor and labour displacement machine will be deployed

✚ Record of employment generated under convergence will be maintained separately

✚ The Labour material ratio at the GP level shall not exceed 60:40 ratio

### **Activities that can be take taken up under Mahatma Gandhi NREGS**

1. Clearing of jungles and bush removal
2. Uprooting of tree debris
3. Land development including leveling, bunding and terracing
4. Construction of Sheds of permanent nature for the upkeep of sport goods
5. Making Long Jump/High Jump pits
6. Lining of ground for putting tracks
7. Cementing the ground for Tennis, Volleyball, basketball and hockey (Subject to the condition that the Labour Material ratio in the Panchayat does not exceed 60:40)
8. Construction of Galleries (Subject to the condition that the Labour Material ratio in the Panchayat does not exceed 60:40)
9. Production of Building materials strictly needed for the above purposes
- 10 Putting Agro Forestry (saplings to be supplied by the GP/PTA/Social Forestry etc) in the outer boundary of the stadium

### **Scope for convergence**

The activities envisaged can be undertaken effectively through convergence. In other words, the activities or components can be distributed to various agencies so that a synergic effect can be reaped. Organisations like Sports Council, Panchayat, PTA, Elders Forum, and other Community based organisations can effectively share their resources for certain activities. In such cases, the Panchayat shall prepare a convergence project detailing the planning, execution and costing part (In matrix)

### **Benefits**

- a) Addressing the life style diseases affecting the modern Kerala



- b) Encourage sports and games in the State
- c) Create a replicable model
- d) Generate productive assets of prescribed quantity and quality



GOVERNMENT OF KERALA

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Abstract

Local Self Government Department – MGNREGS – Construction of play grounds, stadia and other sports facilities - Convergence with other Departments - Orders Issued

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**LOCAL SELF GOVERNMENT (DD) DEPARTMENT**

**GO(Rt.)No. 118 /2016/LSGD**

**Dated, Thiruvananthapuram, 12.01.2016**

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Read: Minutes of the meeting convened by the Additional Chief Secretary (Finance) on 15.12:2015

**ORDER**

In the meeting convened by the Additional Chief Secretary (Finance) on 15.12.2015 to explore the possibility of taking up the construction works of play grounds and anganwadies under the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) it was observed that construction of play grounds and Anganwadies are permissible works under the MGNREGS and there is great potential for converging MGNREGS with programmes of other departments.

2) Based on the discussions of the above meeting, following orders are issued for streamlining the convergence of MGNREGS with associated Line Departments in the construction of Play grounds and Anganwadi centres.

1. In the case of construction of play grounds, a comprehensive project proposal has to be prepared. Specification and unit cost for each type of stadium shall be included in the project. The Kerala State Sports Council will provide the specification and unit cost including standard estimates within a week's time. The Kerala Sports Council should also capacitate the selected Engineers of the LSGD/MGNREGS on construction of stadia and play grounds. The activities in the estimate will be verified by a team of Engineers in the MGNREGS State Mission and prepare the items that can be taken up under MGNREGS including produced building materials. All other activities that cannot be taken up under MGNREGS shall be brought under a separate appendix. The funds for taking up the non -MGNREGS part will be supported by Panchayat Plan funds/State funds.
2. Identification of sites will be done by the Panchayat and School/College PTA including technical training institutes fully-owned by Government. The Panchayat and the School Head Master shall certify that the court/stadium/ground

developed under MGNREGS shall be kept open to the players and general public for doing exercises and practising their sports/games. The time allowed for the players and general public shall be fixed and notified to all concerned. The Panchayat/PTAs can charge nominal fees from the users including players and general public and the amount collected can be used for posting a ground keeper, for meeting the expenses for upkeep of the court/stadium/ground and purchase of equipments, etc.

3. The Additional Director, Collegiate Education will hand over the list of Govt Colleges and hostels situated in rural areas to the Mission Director, MGNREGS State Mission.
4. District Collector who is also the MGNREGS DPC will coordinate the construction of Anganwadies in rural areas through convergence with MGNREGS. A committee with the District Collector as Chairman, JPC (MGNREGS) and District officer of the department of Social Justice Department will be constituted for monitoring the progress. The committee will hold monthly meetings to review progress.
5. As a first step, the Engineers of Social Justice Department and MGNREGS will sit together and work out the necessary modules mentioned in para number one above.
6. The supervision of the entire work will be done by the concerned LSGD Engineer with the support of the accredited Engineer/Overseer in supervising the MGNREGS part. Once the MGNREGS fund utilisation as mentioned in the para number seven is completed, measurement will be made and the structure will be handed over to the LSGD engineer for taking up the remaining works which will be funded by Panchayat or Social Justice department. Copies of the memorandum on such handing will be given to the Gram Panchayat and the JPC concerned.
7. There will be an implementation plan for each Anganawadi enunciating the convergence plan, the stage up to which the MGNREGS funds will be used (Which should be a convenient stage like Foundation, Lintel, Structure, etc). Though the maximum expenditure possible under MGNREGS is 5-lakh, the fund required for completion up to the convenient stage should only be shown as sourced from MGNREGS.
8. The construction of Anganwadies in Pathanamthitta district will start in the current year itself starting with the MGNREGS part. In the next year, funds will be placed for the Social Justice Department part from State budget/ Panchayat plan.

(BY ORDER OF THE GOVERNOR)

**JAMES VARGHESE**  
Principal Secretary to Government

To

The Commissioner for Rural Development  
Mission Director, MGNREGS (Kerala), Thiruvananthapuram  
Chief Engineer, Local Self Government Department

Chief Engineer, Social Justice Department

Director, SIRD, Kottarakkara

Director, Information Kerala Mission

✓ The Additional Director, Collegiate Education, Thiruvananthapuram

Kerala State Sports Council, Thiruvananthapuram

All District Collectors

Principal Accountant General (A&E) Kerala

Accountant General (Audit) Kerala

Social Justice Department

Finance Department

Stock File/Office Copy

Forwarded by Order

*Devi*

Section Officer

*B*