



सत्यमेव जयते

Government of Jammu & Kashmir General Administration Department (Cabinet Section)

**A Handbook on preparation of Cabinet note/memoranda for submission to
Cabinet/Administrative Council**

<https://jkgad.nic.in>



Foreword

The decisions taken by the Administrative Council are fundamental to governance of the Union territory. These form basis of policy formulation as also for evaluating impact of Government programmes, policies, plans, projects and schemes. Therefore, preparation of correct, accurate and concise Administrative Council/Cabinet notes is essential to facilitate decision making at the highest level of the Government.

2. With a view to help Departments draft quality memoranda which are conceptually clear, lucid and well-ordered for placing before Administrative Council/Cabinet, circular instructions by the General Administration Department, in respect of submission of memoranda, stand issued vide O.M. dated 16.11.2015 and 21.12.2015 under Schedule-III of the then Jammu and Kashmir Government Business Rules. The said circular instructions were aimed at prescribing uniformity for the purpose of submission of memoranda to be placed before the Cabinet/Administrative Council for consideration.

3. The change of Constitutional structure after enactment of the Jammu and Kashmir Reorganization Act, 2019 and pursuant to notification of the Transaction of Business of the Government of Union territory of Jammu and Kashmir Rules, 2019 dated 27th August, 2020, a need was felt to update the procedure in consonance with the standard guidelines in vogue at the level of the Union Government.

4. I am pleased that the General Administration Department has now prepared a Handbook, capturing all necessary information on the subject. The compilation would immensely assist the Departments towards improving quality of Administrative Council/Cabinet notes.

5. It is hoped that this compilation will serve as a useful tool to the Departments. Suggestions for further improvement in the Handbook, if any, may be forwarded to Cabinet Section, General Administration Department.


(Dr. Arun Kumar Mehta)

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Section 1: Some Introductory Issues

Memoranda as instruments of policy making

1. The decisions taken by the Administrative Council/Cabinet are fundamental to the governance of the Union territory of Jammu and Kashmir. Matters of importance impacting different facets of governance get flagged and placed before the Administrative Council/Cabinet. The notes for their consideration are, therefore, central to policy making and to successful execution of different programmes. These notes, should therefore, have the highest degree of clarity with all pertinent details having been brought out in the right perspective.
2. The proposals that are placed before the Administrative Council/Cabinet are often the culmination of a series of steps. These include consultations with the stakeholders within the Government and outside, consultations with the stakeholders, inter-departmental consultations and in many cases, appraisal by designated bodies or financial institutions. The final document and the proposals contained in such notes should therefore be of very high quality.

Clarity of language and thought

3. The language of the notes for the Administrative Council/Cabinet should be clear, concise and incapable of misconstruction. Style of presentation is as important as the content of the notes. While avoiding needless verbosity, it is advisable to use short sentences. Lengthy sentences, abruptness, redundancy, superlatives and repetition, whether of words, observations or ideas, often lead to confusion. Care also needs to be taken to ensure correct usage of spelling and grammar and to avoid typographical errors. Foreign or classical words and expressions should be avoided as far as possible. In the English text, vernacular words should be used only when their meaning cannot be expressed equally well in English. Comparative statements indicating the existing provisions and the proposed changes in a tabular format are preferable as compared with running matter. Such tabular statements are also useful while considering amendments to Acts.

Disposal of the business of the Government of Jammu and Kashmir

4. The business of the UT is disposed of at various levels within the Departments in terms of the Jammu and Kashmir Reorganization Act, 2019 notified vide G.S.R. No. 534(E) dated 27th August, 2020 by Ministry of Home Affairs, Government of India.

5. In terms of Second Schedule specified under Rule 7 of the Transaction of Business of the Government of Union territory of Jammu and Kashmir Rules, 2019 (hereinafter referred to as Rules), the proposals are placed before the Administrative Council/Council of Ministers.

6. Detailed guidelines/instructions regarding preparing notes for the Cabinet/Administrative Council have been issued by the Cabinet Section of the GAD. These are available on the GAD website viz. www.jkgad.nic.in.

7. Some of the illustrative cases required to be placed before the Cabinet/Administrative Council are:

- i. The annual financial statements and demands for supplementary, additional or excess grants.
- ii. Proposals for introduction of any resolution or Bill.
- iii. Proposals for the imposition of a new tax or any change in the method of assessment or the pitch of any existing tax or land revenue.
- iv. Proposals for re-appropriation to which the consent of the Finance Department is required and has been withheld.
- v. Proposals involving the alienation, either temporary or permanent, or of sale, grant or lease of Government property or the abandonment or reduction of revenues except when such alienation, sale, grant or lease of Government property or the abandonment or reduction of revenues is in accordance with the rules or with a general scheme already approved by the Council.
- vi. The annual audit review of the finances of the Union territory and report of the Public Accounts Committee.
- vii. Proposals involving any important change in policy or practice.
- viii. Proposals for the creation or abolition of any public office for which the maximum remuneration is above Rs. 47600-15110 (Level -8).
- ix. Appointment of Committees of Inquiry on the initiative of the Department and reports of such committees.
- x. Proposal or matters required by the Lieutenant Governor to be brought before the Administrative Council.
- xi. Draft Bills and proposals for legislation including issue of Ordinance.

- xii. Proposals to vary or reverse a decision previously taken by the Council.
 - xiii. The Council may at any time reconstitute the departments, create new departments, reclassify and distribute afresh the business of the Government between those departments.
8. Under Rule 9 and 11, the procedure to prepare the memorandum setting out in brief the facts of the proposal, the points for decision and the recommendations of the Authority exercising the powers of Minister-in-charge/Advisor have been explained. For such proposals where approvals/opinion of more than one Minister-In-charge/Advisor is required, provision for prescribing time lines for communicating such approvals/opinion is provided in Rule 10.
9. Further, in order to ensure that such proposals which are placed before Administrative Council/Cabinet are within the Financial propriety of the concerned Department, concurrence of Finance Department is imperative under Rule 4(3), for matters enumerated in the said rule.
10. The process of inter-departmental consultations is a critical component of the process of writing notes for the Administrative Council/Cabinet. The detailed instructions regarding inter-Departmental consultations and other procedural aspects have been reproduced in section 3 of this Handbook .
11. The distinction between decisions of the Administrative Council/Cabinet recorded as **‘postponed’** and **‘deferred’** is very often not clear to the Departments. It is clarified that the two terms when used in the context of the decisions of the Administrative Council/Cabinet do not have the same meaning. In cases, where the decision is recorded as ‘postponed’, the item(s) remain pending with the GAD and would in due course be placed before the Cabinet or the appropriate Committee of the Cabinet. However, in cases, where the decision is recorded as ‘Deferred’, it is deemed to have been disposed of and hence not pending with the GAD. The Department concerned is, in such a case, required to bring up a fresh proposal for consideration of the Administrative Council/Cabinet after following the prescribed processes including fresh inter-departmental consultations, if a decision on the issue is required to be taken by the Administrative Council/Cabinet.

Section 2: Rules of Business in brief

1. The executive power of the Union territory is, as per the Constitution of India, vested in Lieutenant Governor, who may exercise it either directly, or through officers subordinate to him/her in accordance with the Constitution and the Rules framed there under. The President has, in exercise of the powers conferred under section 55 of the Jammu and Kashmir Reorganization Act, 2019 read with the Proclamation, dated 31st October, 2019 issued under section 73 of the said Act has notified the Transaction of Business of the Government of Union territory of Jammu and Kashmir Rules, 2019 vide G.S.R. No. 534(E) dated 27th August, 2020. In this section, the salient features of these rules are being recapitulated.

2. Concisely, the rules comprise of following three parts:

- i. the main rules;
- ii. the First Schedule indicating the names of the Departments, and subjects assigned; and
- iii. the Second Schedule indicating the proposals referred shall be placed before the Administrative Council/Cabinet in accordance with the rules.

Section 3: Consolidated Instructions

Applicable to notes for the Cabinet/Administrative Council

I. FORMAT AND PRESENTATION OF THE NOTE

- 1) The notes are to be prepared in the format at **Annex-I** at the end of this section and copies of the Notes made on A-4 size paper.
- 2) The copies of the Note are to be made in English only and is to be sent to the Cabinet Section of GAD.
- 3) The notes are to be typed in double space (in Arial font, size 14) and both sides of the paper are to be used.
- 4) The typing impression should be legible and clear in all pages.
- 5) In the documents annexed, marginal notings if any, must be removed. In case, such documents have a poor impression, these must be retyped.
- 6) The main note should, preferably, not exceed 7-8 pages in double space. Other details, especially tables, charts, diagrams, maps etc. which should, as far as possible be brief, can be relegated to annexes.
- 7) A wide margin (not less than 1.5 inch) should be left towards that edge of the paper which is put in the pads for the meetings i.e. the left edge on the obverse and the right edge on the reverse of the page.
- 8) All paragraphs and sub-paragraphs of the Notes are to be appropriately numbered. Bullets, arrows and other similar markings are not to be used as a replacement for paragraphs or sub-paragraphs.
- 9) Copy number is to be indicated on the top right side on the first page of the note. Below that, in the centre, the file number and the name of the sponsoring Department is to be indicated. Copy number is not required to be indicated on pages other than the first page of the main note.
- 10) The file number and the name of the Department is to be indicated on each page of the note on the top including appendices and annexures.
- 11) The words “Note for the Cabinet” is to be indicated below the name of the Department on the first page.
- 12) Below the caption “Note for the Cabinet, a brief subject heading is to be

given. While being brief, the heading should be fully indicative of the proposals contained in the Note.

13) Every note should, as far as possible, be so structured as to include paragraphs on introduction, background, proposal, justification, details of inter-departmental consultations (including dates on which the comments are received), financial implications, **Employment Generation Potential of the proposal***, approval required and a paragraph stating that the note has been approved by the Advisor/Minister-in-charge/Authority empowered to exercise the powers of Minister-in-charge. **Appendix I** “Statement of Implementation Schedule, **Appendix II** “Statement on Equity, Innovation and Public Accountability” and **Appendix III** “Statement on Major Milestones and Corresponding Target Dates” (for infrastructure project related proposals only) should also be added and a reference made to that effect in the body of the note.

14) On the top right hand corner of the first page, the date of the note is to be indicated clearly. It has to be the date on which the note is signed and its copies sent to the Cabinet Section of GAD. In those cases, where the Note is required to be rectified/revised and resubmitted, it should be given a fresh date. The date on the front page and all other pages that are signed by the competent officer should be the same.

15) All pages in the Note, including the annexes, appendices etc. are to carry continuous page numbers on the bottom extreme right hand corner, simultaneously indicating total number of pages, in the manner “page x of y” where “x” is the running serial number of the page, and “y” is the total number of pages in the note including appendices/Annexures.

16) The fact that Appendices/Annexes/Annexures are attached with the note should be indicated in the main note and also duly referenced with page numbers wherever these are referred to for the first time. On each Appendix/Annex/Annexure, the relevant paragraph and page number of the main note, where these have been referred to, should be indicated, for easy reference.

17) Only relevant papers are to be annexed with the Note. Unrelated papers/annexures are not to be attached. Copies of old notes considered by Administrative Council/Cabinet are not to be attached. In cases, where the issue had previously been considered by the Administrative Council/Cabinet only the relevant extracts from such notes and the decision(s) previously taken by the Cabinet are to be annexed or appropriately reproduced in the body of the note. It should be indicated in the final paragraph of the Note that the proposals made therein have the approval of the Advisor/Minister-in-charge/The authority designated to exercise the powers of Minister-in-charge of the sponsoring department.

18) The Note should be properly tagged or stapled. No other form of binding is advised. There should be no spiral/hard binding of the note(s).

- 19) The Note as well as the Appendices, should be signed by the Administrative Secretary of the Department sponsoring the note. Secretary equivalent officers even if working in the Department are not authorized to sign the notes for Cabinet.
- 20) No note for the Administrative Council/Cabinet should be signed by any officer in the Attached/ Subordinate Office.
- 21) The telephone number of the officer signing the note should necessarily be indicated in the note as well as Appendices.

II. CONTENTS

A. GENERAL

- 22) Special attention needs to be paid to the quality of drafting. The note while being brief should bring out all relevant details and no material fact should remain unstated. The main note should be self-contained, lucid, straightforward and contain only the relevant details.
- 23) All acronyms/abbreviations used in the text of a note are to be expanded when the term is first used in the note. Its full form, with the acronym/abbreviation given in brackets should be given. Acronyms that are not commonly used are to be avoided.
- 24) The Note should have a brief introduction that succinctly brings out the essence of the proposal in three-four sentences, followed by a brief background, the details of the proposal, its financial implications, details of appraisal, if any carried out by the financial institutions or prescribed appraisal body/forum, inter-departmental consultations, consultations with, if relevant, recommendations of any expert bodies etc., details about Appendices/Annexures attached and approval required etc.
- 25) All the Notes for Administrative Council/Cabinet should separately and clearly reflect the Employment Generation Potential of each proposal. These details are required to be indicated in the main body of the Note in a separate Paragraph after the Paragraph on “Financial Implications in the Final Administrative Council/Cabinet Note.
- 26) Proposals concerning sectoral policies/policy statements, should be accompanied by an action plan with clearly identifiable time-lines and milestones for different activities.
- 27) The approval paragraph should be self-contained and it should indicate the specific point or points on which approval/decision is sought. Reference to proposals in earlier paragraphs should be avoided while formulating the approval

paragraph. The paragraph should have absolute clarity and it should leave no scope for any differing interpretations. This paragraph should also not contain any content for which approval of the Administrative Council/Cabinet is not required.

B. LEGISLATIVE PROPOSALS

28) In cases, where draft legislations are to be placed before the Administrative Council/Cabinet, the draft Bill duly vetted by the concerned Department should be attached to the note as an annexure and specific approval of the Cabinet/Administrative Council sought for the Bill. The approval paragraph should necessarily provide flexibility to carry out changes of drafting/ consequential nature in consultation with the Department of Law & Justice & Parliamentary Affairs.

29) The Departments are also required to bring out clearly, in the “Justification” Paragraph of any Administrative Council/Cabinet Note proposing a new legislation, the essentiality of the legislation being proposed and the reasons why the purpose cannot be served through an existing legislation or by framing subordinate legislation or through executive orders etc.

30) It is to be ensured that any legislative proposal scheduled to be introduced is sent to the Cabinet Section, GAD well in time, after completing all procedural requirements including requisite inter-departmental consultations.

C. REVISED COST ESTIMATES (RCE) PROPOSALS:

31) After approval of projects/schemes by the competent authority, Departments are expected to closely monitor their implementation to ensure that cost and time overruns are avoided and remedial steps taken, whenever required.

32) All proposals involving time and cost overrun or extension in time frame of implementation of projects/schemes referred to the Cabinet/Administrative Council for their consideration and approval must necessarily incorporate in the Note for Cabinet /Administrative Council specific physical and financial milestones with corresponding half yearly targets for their implementation. In the event of any slippage from adherence to these specified targets, at the end of every six months, the Administrative Council/Cabinet would need to be apprised of the reasons for such slippage along with the strategy to achieve the targets.

33) For proposals where Cabinet/Administrative Council is not the approving authority, the same procedure may be adopted and the matter be placed before the appropriate approving authority.

D. APPENDICES

34) The Note should state that “the Statement of Implementation Schedule”

is at **Appendix-I** and the Statement on Equity, Innovation and Public Accountability is at **Appendix-II** to the Note (the brief details of how the proposals in the note will sub-serve the objective of ‘Equity, Innovation and Public Accountability’ are to be included in the main note), and the Statement on major milestones and corresponding target dates have been attached at **Appendix-III** (for infrastructure project related proposals only). These Appendices should be placed immediately after the main note. These should be properly referred to and cross-referenced.

35) Brief details of the three appendices are as below:

Appendix-I

- (i) The Statement of Implementation Schedule, i.e. Appendix- I should be placed immediately after the main note and contain the following information:
 - (a) Gist of the decision(s) sought- This has to correspond to the approval sought;
 - (b) Likely benefits arising out of the decisions (in physical/financial or social terms, e.g. employment generation, development of backward areas, benefits to target groups, etc.); and
 - (c) Time-frame and manner of implementation of the decision and its reporting to the Cabinet Section, GAD.

Appendix-II

- (i) The aspects of equity, innovation and public accountability would, to the extent relevant, be incorporated as Appendix II to the Note. The paragraph immediately succeeding the paragraph in which the Statement of Implementation Schedule has been referred to in the main note would provide a gist of the contents of Appendix II in a few sentences. While reporting on how the proposal under consideration will advance the goals of equity or inclusion, innovation and public accountability, various aspects of these goals including the following may be kept in view:
 - (a) equity could include geographical considerations, particularly for backward and special category regions and socio-economic equity in the context of disadvantaged communities, gender, poverty, etc.;
 - (b) similarly, the dimension of public accountability could include (but not be limited to) increased stakeholder participation, awareness campaigns,

cost benefit analysis, social audit, independent evaluation and the provision for greater transparency or information disclosure. The proposal should also detail how it is using information tools for ensuring transparency and accountability as well as reporting in the public domain; and

- (c) as regards innovation, these could be improvements in the existing schemes/structures/practices/procedures etc. In this context, there could be innovations in policy, in institutional arrangements, management innovations or technological innovations, and so on. Innovation could be conceived of in the scheme design itself or room could be left for innovation during actual implementation at the UT level by in-built flexibility in the scheme for local innovations. Innovation could also include documentation, dissemination and implementation of the best practices.
- (ii) Every proposal being put up for consideration by the Cabinet/Administrative Council might not necessarily respond to these three criteria or be amenable to this format or reporting. Where none of the goals can possibly be addressed because these dimensions are not relevant to the proposal under consideration in the Note, the reason for this may be briefly specified in the Note as well as in **Appendix-II**.
- (iii) Care needs to be taken by the Departments to ensure that reporting on these goals does not become perfunctory or stereotyped. Where, for instance, equity or inclusiveness is furthered, there should be some attempt to quantify the likely impact through suitable indicators. Similarly, where relevant, it should be specified what innovation is being introduced, or exactly how public accountability is going to be strengthened.

Appendix- III

- (i) In all cases concerning infrastructure, the note for Cabinet/Administrative Council shall clearly bring out the major milestones and the corresponding target dates for achieving them. This should be reflected in Appendix-III and mentioned specifically as part of the paragraph seeking their approval.
- 36) Specimen formats of **Appendix- I**, **Appendix- II** and **Appendix-III** have been included at the end of this section.
- 37) All other Annexures/ Annexes should be placed after the prescribed Appendices. In no case, any Annexure/ Annex should be placed before the Appendices.

III. SUPPLEMENTARY NOTES

38) In cases, where the data/information, based on which the proposals had been formulated, undergo significant change(s) by the time the proposals are actually considered by the Cabinet, it would be advisable to either withdraw the Note for necessary updation and revision, or immediately bring the facts to the notice of the Cabinet Section, GAD. In such cases, where the note is not withdrawn, a Supplementary Note should be prepared for consideration by the Administrative Council/Cabinet. In all such cases, the fact that there has been a change in the circumstances or new facts have come to light or new events have occurred in the interregnum, etc should be brought to the notice of the Cabinet Section, GAD immediately. However, where it may not be feasible to prepare the Supplementary Note based on the new material in time or there is a requirement to further assess and analyze the issue, a request for withdrawal of the note should be sent to the Cabinet Section immediately. Such a request should preferably be made with the approval of the Advisor/Minister-in-charge/Authority authorized to exercise the powers of Minister-in-charge. However, in exceptional cases, the request may be made with the approval of Administrative Secretary of the Department concerned.

39) A Supplementary Note will have the same format, style and presentational features and will explicitly state the updated/revised information and change in the approval sought, if any. A Supplementary Note can be sent only with the approval of the Advisor/Minister in-charge/Authority authorized to exercise the powers of Minister-in-charge and has to be signed by an officer competent to sign a Administrative Council/Cabinet Note. Its subject should be the same as indicated on the first page of the main note. In cases, where the approval required undergoes change, Appendix-I and II should also, to the extent necessary, be changed.

IV. INTER-DEPARTMENTAL CONSULTATIONS

40) The sponsoring Department should undertake due diligence and in a time-bound manner consult only those Departments whose business is likely to be impacted by the proposal / draft note(s).

41) The views of the consulted Departments should have the approval of the Advisor/Minister-in-charge/Authority authorized to exercise the powers of the Minister-in-charge of consulted Departments. While conveying the views on proposals contained in the draft notes for the Administrative Council/Cabinet to the sponsoring Department, the consulted Departments should categorically state that the same have the approval/concurrence of their Minister-in-charge/Authority authorized to exercise the powers of Minister-in-charge. In cases, where approval at the level of the Advisor/Minister-in charge in the consulted Departments is not indicated by them, it will be presumed that the comments had been approved at the level of the Advisor/Minister-in-charge/Authority authorized to exercise the powers of Minister-in-charge.

42) When the differing Department's remarks are reproduced in the final Note, no second reference to the differing Departments concerned is necessary. However, if any addition is made to the Note by the sponsoring Department to rebut the arguments advanced against its proposal, it should be shown to the differing Departments. The obligation would, however, be limited to sending a copy of the note to such Department and not to securing their consent to the views expressed by the sponsoring Department in rebuttal. In such cases, the fact that the note, in its final form, has been shown to the differing Department should be clearly reflected in the Note.

43) The details of inter-departmental consultations i.e. the comments of consulted departments are required to be incorporated in the main note. The views of the consulted Departments, including dates on which these are received, need to be faithfully reflected in the main note to ensure that the Administrative Council/Cabinet could peruse them before arriving at a decision. The comments of the consulted Department should not be edited or para-phrased in a manner as to alter their connotation and all the comments/ conditionalities should be incorporated in the note/ annexures.

44) Only in cases where the comments of the consulted Departments are very lengthy and it may not be possible to incorporate them in the main note, the same may be reproduced in the Annexure without being para-phrased or edited along with the comments of the sponsoring Department in a tabular format. However, the gist of such comments shall necessarily be incorporated in the main body of the note even in such cases.

45) The proposals contained in the final note forwarded by the sponsoring Department to the Cabinet Section of GAD should be the same as those included in the note circulated to the Departments at the time of inter-departmental consultations. If a sponsoring Department makes a substantive change in original proposal(s) after inter-departmental consultations, it would be incumbent upon them to recirculate the note for completing inter-departmental consultations. A failure to do so would render the institutional mechanism of inter-departmental consultations infructuous, while giving the impression that the requisite inter-departmental consultations have been undertaken.

46) All notes for the Administrative Council/Cabinet must specifically mention the dates on which comments of the consulted Departments were sought and received by the Administrative Department.

47) In respect of social sector schemes, the Departments should necessarily consult the Department of Rural Development and Panchayati Raj to enable empowerment of these democratic institutions at grass root level. The Department of Rural Development & Panchayati Raj should also be consulted in all cases relating to centrally sponsored Programmes/ Schemes.

48) The suggestion, either in the Note, or in the forwarding memo, to the effect that the views of the Departments concerned have not been received and may be given in the meetings, would, normally be an unacceptable departure. Vigorous and proactive efforts are required to be made to obtain the views of the Departments concerned, the difference of opinion, if any, reconciled, and the resultant position incorporated in the Note appropriately.

49) In order to ensure that communication seeking comments/concurrence of the Departments concerned on Administrative Council/Cabinet proposals receive due attention at appropriate level, the administrative Department has to ensure that at least one copy of all such communication is invariably addressed to the Administrative Secretary of the Department by name, *inter alia*, indicating the urgency.

50) In some cases, where the Departments make presentations before the Hon'ble Lieutenant Governor/Administrative Council/Cabinet prior to the note being submitted for consideration by the Cabinet, the directions given during the course of such presentation(s) for processing the cases further are erroneously construed as superseding the *laid down procedures for processing such proposals including those relating to clearance* by the Finance Department/Planning Department or any Central/ UT bodies. To remove any ambiguity in this regard, it is clarified that presentations made before the Hon'ble Lieutenant Governor/Administrative Council/Cabinet do not *ipso facto* imply dispensing with the prescribed modes of inter-departmental consultations/appraisal of proposals by the authorities concerned. In such cases, the following procedure shall be adopted:

- a) issues concerning policy without financial implications may be processed in accordance with the directions given during the course of such presentations for being placed before the appropriate authority; and
- b) in respect of issues where approval is sought for commencement of the schemes, programmes etc. having budgetary implications/ financial outgo, the prescribed procedures for appraisal by Finance/Planning Department and necessary inter-departmental consultations are not to be dispensed with.

V. TIME-LINES FOR INTER-DEPARTMENTAL CONSULTATIONS

51) Commencing from the date, the draft note is received by the Department being consulted, the comments of consulted Departments shall, in all cases, be finalized and communicated to the sponsoring Department in **one week**.

52) In all cases where the notes for the Administrative Council /Cabinet are required to be circulated for inter-departmental consultations, the entire process of consultations will be completed in '**two weeks**' time. In cases where the consulted Departments fail to forward their comments to the sponsoring Departments within

two weeks, the sponsoring Departments will clearly indicate in the body of the note the date on which comments were sought from the Department concerned, and the fact that the comments of the Departments consulted have not been received till finalization of the note for the Administrative Council /Cabinet. The sponsoring Department should also indicate the date(s) on which the comments are received from the various consulted Departments either in the body or the Annexure to the Administrative Council/Cabinet Note where the details of the inter-departmental consultations are reflected. It will be the responsibility of the Department sponsoring the proposals to ensure that the draft note for the Administrative Council /Cabinet is delivered to all Departments required to be consulted and the quickly, preferably on the same day as the date of circulation, and the period of two weeks will reckon from the date, copies of such draft notes have been delivered to all Departments concerned.

53) If any consulted Department has inputs that it considers necessary/critical for decision making in the case, and these could not be communicated to the sponsoring Department in time, the Administrative Secretary of such Department could be required to indicate such inputs during the meeting of the Administrative Council/Cabinet along with reasons for not having been able to provide the comments in time.

VI. NEED TO AVOID LAST MINUTE RUSH OF PROPOSALS

54) The Departments must plan their activities in such a manner that the proposals for consideration of the Administrative Council /Cabinet are not sent just before these are to be announced or operationalized leaving little time for examination of the pertinent issues and modifications/ interventions, if any required. The Departments should invariably submit the proposal for consideration of the Administrative Council/Cabinet seeking extension of ongoing projects/schemes, in variance to the earlier Cabinet/Administrative Council decisions, well within the initially approved date of completion.

VII. Number OF COPIES

55) The 30 copies (i n E n g l i s h) of the C a b i n e t Note shall be submitted to the Cabinet Section of GAD.

56) The Departments will also make available soft copies of the signed notes for the Administrative Council /Cabinet along with all Annexures, etc. (in English) to the Cabinet Section of GAD in PDF format in an appropriate Computer Storage Media along with requisite number of copies of the final note.

VIII. COPIES OF BULKY DOCUMENTS

57) While generally it would be desirable to annex documents referred to in the body of the note, in cases where the documents are rather bulky, it would be in

order to enclose the executive summary or relevant extracts from the documents. However, 5 copies each of the Act(s), Ordinance(s), Rules and Regulations referred to in the note should be sent to the Cabinet Section of GAD along with the copies of the note for the Administrative Council /Cabinet, in cases where these are not attached with the note, being bulky. However, copies of the relevant extracts from such Rules/Acts/Instructions should be annexed to the note and duly referred to in the body of the Note.

IX. CLEARANCE BY ELECTION COMMISSION OF INDIA

58) During the period when elections have been announced and the Model code of Conduct (MCC) for political parties and candidates issued by the Election Commission of India (ECI) is in force, the Departments forwarding proposals for consideration of the Administrative Council /Cabinet should ensure that provisions of the Code are not violated. In cases where provisions of MCC are attracted, prior approval of Election Commission will be mandatory. All such proposals will be routed through the GAD and Departments will not make any such reference directly to the Election Commission.

X. COMMUNICATION PLAN AND PRESS BRIEF

59) It is important that the decisions of Administrative Council/Cabinet are given wide and effective publicity by leveraging the range and reach of Mass media, Social media and Personal media having focused attention on Target Groups, Beneficiaries, Regions, etc. A well formulated Communication Plan for decisions, which need to be highlighted, is necessary to reach out to the people by utilizing various channels for dissemination of information.

60) For all important decisions, Departments, therefore, will forward an appropriate Communication Plan which may inter alia include a 'Press Brief' and cover details such as strategy for dissemination through different Media. The Communication Plan should also incorporate a comparison between the earlier scenario and the one which would emerge as a result of the Cabinet/Administrative Council decision and also highlight how it will be an improvement over the past.

61) General principles of a Communication Plan and a suggested outlines are enclosed at **Annex-II** and **Annex-III** respectively. However, it may be noted that the general principles and the outlines are only indicative and not exhaustive. The Communication Plan has to be innovative and tailor-made depending upon the nature of the proposal.

62) 'Draft Press Brief' prepared on the assumption that the proposal would be approved as such by the Cabinet with two copies in English should be enclosed with the communication forwarding the note for the Cabinet. In case, the 'Draft Press Brief' is not attached to the note, the reasons for not doing so may be mentioned in the forwarding communication. The press briefs should bring out

the essence of the proposals or highlight the details about their possible impact, implementation strategy, targets and benefits expected to be achieved through the programmes/schemes approved by the Government.

63) In the event, there has been a lapse of two or more weeks between the date of preparation of the brief and the date on which the item is taken up in the Cabinet meeting, an updated brief *inter alia* indicating subsequent developments, if any, should be handed over to the Cabinet Section of General Administration Department on a day prior to the date of the meeting for taking necessary action. In case of any significant development, an updated brief may be given, even if the gap between the preparation of the brief and the date of the meeting is less than two weeks.

64) While media is generally not briefed in respect of ordinances and proposals on purely administrative matters with which the public at large is not directly concerned, a final view in the matter is to be taken by Chief Secretary. Further, no media briefing is done in respect of proposals relating to major questions of policy. The Departments should, however, send the brief to the Chief Secretary Office even in such cases.

SPECIMEN FORMAT OF THE MAIN CABINET/A.C NOTE
SECRET

Copy No. _____

No. _____

DEPARTMENT OF _____

Jammu/Srinagar, (date of the note)

NOTE FOR THE CABINET/ADMINISTRATIVE COUNCIL

Subject: _____

1. INTRODUCTION

A snapshot of the proposal in 3 or 4 sentences.

2. BACKGROUND

A brief background of the proposal to understand its genesis. This would include consideration of the matter earlier by Administrative Council/Cabinet or Commissions/High Level Committees etc., if relevant, and other pertinent details.

3. PROPOSAL

The proposal may be stated with clarity and precision so that there is no ambiguity in what the Department aims to achieve by implementing the proposal. The time-lines for completion of different stages of the projects/scheme/plan etc, where relevant, need to be clearly spelt out.

4. JUSTIFICATION

Rationale of the proposal may be brought out in this part of the note. The Departments are also required to bring out clearly in this para, while proposing a new legislation, the essentiality of the legislation being proposed and the reasons why the purpose cannot be served through an existing legislation or by framing subordinate legislation or through executive orders etc.

5. INTER-DEPARTMENTAL CONSULTATIONS

Details of all inter-departmental consultations and their views/comments including dates on which the comments are received from them, as elaborated in the consolidated instructions should be brought out in this section. This should also give details of the appraisal of the proposal by financial institutions or any other body/experts etc.

6. FINANCIAL IMPLICATIONS

The financial implications of the proposal may be worked out as accurately as possible and should be detailed in this section. Further, the manner in which the expenditure is proposed to be borne may also be clearly indicated.

7. EMPLOYMENT GENERATION POTENTIAL

The Employment Generation Potential of the proposal should be worked out and be reflected clearly in this Paragraph.

8. APPROVAL PARAGRAPH

The approval paragraph is the most crucial paragraph containing the proposal on which consideration and approval of the Administrative Council/Cabinet is solicited. It should be a self-contained paragraph and drafted with clarity and precision leaving no scope for ambiguity or differing interpretations.

9. STATEMENT OF IMPLEMENTATION SCHEDULE (APPENDIX- I)

As per prescribed format and conforming to the approval paragraph.

10. STATEMENT OF EQUITY, INNOVATION AND PUBLIC ACCOUNTABILITY (APPENDIX- II)

As per prescribed format. Brief details of how the proposal will subserve the three criteria to be included in the main body of the note.

11. STATEMENT ON MAJOR MILESTONES AND CORRESPONDING TARGET DATES (APPENDIX- III) –

In the format prescribed for the purpose. (This is required only for Infrastructure Project related proposals)

12. APPROVAL OF THE ADVISOR/MINISTER-IN-CHARGE/AUTHORITY AUTHORIZED TO EXERCISE THE POWERS OF MINISTER-IN-CHARGE

The last paragraph should indicate about the approval of the Advisor / Minister- in- charge/Authority authorized to exercise the powers of Minister-in-charge to the proposal(s) contained in the note.

Signature _____
Name _____
Designation _____
(Administrative Secretary of the Department)
Ph.No. _____

Note:- The above format is indicative and the exact headings may vary.

APPENDIX-I

STATEMENT OF IMPLEMENTATION SCHEDULE
SECRET

No. _____

Department of _____

Subject: _____

| Gist of decision required | Project benefits/results | Time-frame and manner of implementation. |
|----------------------------------|---------------------------------|---|
| | | |

Signature _____

Name _____

Designation _____

(Administrative Secretary of the Department)

Ph. No. _____

APPENDIX-II

SECRET

No. _____

Department of _____

STATEMENT OF EQUITY, INNOVATION AND PUBLIC ACCOUNTABILITY

Subject: _____

| S.No. | The required goal | How does the proposal advance this goal? |
|-------|-------------------------|--|
| 1. | Equity or Inclusiveness | |
| 2. | Innovation | |
| 3. | Public Accountability | |

Signature _____

Name _____

Designation _____

(Administrative Secretary of the Department)

Ph. No. _____

APPENDIX-III

SECRET

No. _____

Department of _____

STATEMENT ON MAJOR MILESTONES AND TARGET DATES

Subject: _____

| S.No. | Major milestones | Time Frame for completion/ Target date |
|-------|------------------|--|
| 1. | | |
| 2. | | |
| 3. | | |

Signature _____

Name _____

Designation _____

(Administrative Secretary of the Department)

Ph. No. _____

ANNEX II

GENERAL PRINCIPLES OF A COMMUNICATION PLAN

- i. The Departments are required to formulate their communication plan, decide on the degree of publicity required to be done, media to be utilized for dissemination, language for publicity etc. based on the nature and importance of the decision, its impact on people and geographical spread, target groups/ intended beneficiaries/ audience, etc. For example, a Cabinet/Administrative Council decision for creation of certain posts is of an administrative nature for which a Press Brief may suffice. However, for a social sector scheme, the Communication Plan will be of a different dimension altogether and may involve a multi-pronged strategy for dissemination publicity. Local languages may be used to amplify the message.
- ii. Focus of publicity should be on outcomes/benefits of Cabinet/Administrative Council decision for the general public/ target groups/ intended beneficiaries/ region, etc.
- iii. The communication plan should also incorporate a comparison between the earlier scenario and the one which would emerge as a result of the Cabinet/Administrative Council decision and also highlight how it will be an improvement over the past.
- iv. Where the Cabinet/Administrative Council decision furthers the philosophy of the Government such a Minimum Government Maximum Governance, Sabka Saath Sabka Vikas, Ek Bharat Shreshth Bharat, Transparency and Accountability, Make in India, etc., these aspects may be highlighted by the Departments in their Communication Plan.
- v. It would also be advisable to reach out to influencers who have worked on a particular issue or are influencing voices on a particular issue. For example, on the National Health Policy, Tweets and Facebook posts by leading Doctors and Health experts can have a strong impact.
- vi. When Cabinet/Administrative Council decision affects a particular area/district/region prominent voices and media influencers from that area/district/region can be reached out to for sharing the salient features of the decisions.
- vii. Paid/ Promotional campaigns are to be resorted to only after ensuring value optimization of such methods.

OUTLINE OF A COMMUNICATION PLAN

I. Content

- a) Press Brief/ Press Note.
- b) Draft SMS/Whatsapp Message/ Face book Post/Twitter.
- c) Info graphics.
- d) Short Videos (To be resorted to sparingly and mentioned in case created).
- e) Small write-ups for electronic media.

II. Strategy for dissemination

The Departments may, depending upon the nature of decision and its impact, adopt any one of the following methods or combination of methods for dissemination of information.

i. Mass Media

- a) Publicity on Television and National/Regional/Local Newspapers.
- b) Articulation of benefits on National and Local Media.
- c) 'Opinion piece' articles in leading English, Hindi and Regional dailies on the nature and scope of the decision and how it impacts the people.
- d) Bulletins on AIR News/AIR-FM/UT local channels/private FM Radio stations.
- e) Interviews on Electric Media/ Radio and TV Talk Shows.
- f) Special Mass Media Programmes.

ii. Personal Media

Personalized SMS texts, Whatsapp posts, Video messages to keep citizens aware of key decisions taken by Cabinet/Administrative Council.

Mailers with images, videos and captions encapsulating the decision.

iii, Social Media

Twitter/Facebook, etc. – For every Cabinet/ Administrative Council decision, the Department concerned may tweet about the decision with supporting links that give details about the decision. In addition to twitter, the contents of the decision may be shared on Facebook also to tap its wider reader base. Cabinet/ Administrative Council decisions and policies may be tweeted and shared on Facebook by other concerned Departments also in addition to the nodal Department concerned for wider amplification. Other Departments may innovatively link the Cabinet/ Administrative Council decision with their respective Plans/ Programmes, etc.

- iv. Last Mile Publicity/ Outdoor Publicity
 - a) Letters to elected representatives of Local Bodies.
 - b) Hoardings/ Wall writings.
 - c) Field Publicity at Government Offices implementing Cabinet/ Administrative Council decision.

ANNEX- IV

SPECIMEN FORMAT FOR THE PRESS BRIEF

Department name _____

Date of decision _____

Subject of the Note for the Cabinet/Administrative Council

1. Decision
2. Point-wise details
3. Background
4. Implementation strategy and targets
5. Major impact, including employment generation potential
6. Expenditure involved
7. Number of beneficiaries
8. States/districts covered
9. Details and progress of scheme if already running

Section 4: Forwarding Cabinet/Administrative Council Notes

1. All notes for the Cabinet should be forwarded to Cabinet Section of the GAD and not to any other section in the GAD to ensure that there is no delay in receipt or processing of such notes. Where it is considered expedient or necessary to draw the attention of senior officers in the GAD, an additional copy of the note may be forwarded to Administrative Secretary, GAD directly.
2. In order to ensure that none of the facts required to be brought to the notice of the Administrative Council /Cabinet while forwarding the notes for the Administrative Council /Cabinet are missed out, a model Office Memorandum for forwarding the notes to the Cabinet Section of GAD has been devised and reproduced overleaf.
3. It must be ensured that the notes are stapled at the left hand top corner and are not bound spirally or otherwise.

Model Forwarding Office Memorandum

Copy No.

Secret

No _____

Department of _____

Jammu/Srinagar, dated

Office Memorandum

Subject: XX

The undersigned is directed to enclose.....copies of the Cabinet/Administrative Council note (in English versions) on the above mentioned subject for consideration by the Cabinet/Administrative Council on.....

2. It is informed that the Departments of,..., and have been consulted at the draft stage. The comments of the consulted Departments have been included in the main body of the note.

3. The stipulated period of two weeks for inter-departmental consultations was over on.....However, despite having taken pro-active steps to solicit the views/comments of the Departments concerned including a *demi- official* reminder at the level of Administrative Secretary, the comments of the Department of,were not received. The Cabinet note has been approved by the Advisor/Minister In-charge/Authority authorized to exercise the powers of Minister-in-charge concerned department/Finance Department (where relevant).

4. It is also stated that there are no differences on the proposals with the consulted Department **OR** there are differences on certain proposals and brief details thereof are as below:

.....

5. The concerns expressed by the consulted Departments have duly been addressed.

6. It is requested that the note may be placed before the Cabinet/Administrative Council at an early date **OR** there is urgency for consideration of this item by the Cabinet/Administrative Council keeping in view..... (reasons to be given) and therefore, it is requested to place the note in its next meeting.

Signature _____

Name _____

Designation _____

Tel. No. _____

E-mail _____

Cabinet Section

General Administration Department

Civil Secretariat, Jammu/Srinagar

Section 5: Checklist for avoiding Common Deficiencies

(A checklist for use in Departments)

| | | |
|----------|--|--|
| A | Competence of the UT Government to consider the matter. | |
| 1. | Does the subject matter of the note for the Cabinet/Administrative Council concern the UT of J&K exclusively? | |
| 2. | Have the stakeholders been consulted? | |
| 3. | In case the subject is covered by the State List or the Concurrent list, but part of the expenditure has to be borne by the Union Government? | |
| 4. | Has the release of payments been linked to the achievement of clearly defined periodic milestones? | |
| B | Competence of the Department to consider the matter. | |
| 5. | Does the subject matter is within the competence of the Department, proposing to move the note, in terms of the Transaction of Business of Government of UT of J&K, Rules 2019? | |
| 6. | Does it, besides concerning the sponsoring Department, also Impact the business of other Departments? Have the requisite inter-departmental consultations been held? | |
| C | Competence of the Cabinet to consider the matter. | |
| 7. | Does the proposal fall within the mandate of the Administrative Council /Cabinet for whose consideration the note is being prepared or is it required to be disposed by some other competent authority in terms of various schedules of the Transaction of Business (ToB) Rules or specific decisions taken by Cabinet/Administrative Council? | |
| D | Physical Presentation of the note | |
| 8. | Whether the name of the Department, page number, file number etc. have been indicated correctly on each page of the note? | |
| 9. | Whether it has been ensured that bullets are not used in the note and Each? | |
| 10. | Paragraph or sub-paragraph is distinctly numbered? | |
| 11. | Have all the abbreviations been expanded when used for the first time in the note? | |
| 12. | Has the date of the note been given on the front page of the note and is it the same as given by the officer signing the Note? | |

| | | |
|------------|--|--|
| 13. | Has the note been typed in double space on A-4 size of paper with fontsize of 14 (Arial)? | |
| 14. | Whether 1.5 inch left margin has been provided? | |
| 15. | Whether 'back to back' printing has been done? | |
| 16. | Whether Annexures have any notings in the margin or are Annexures not legible, partly, or fully? If yes, have they been replaced with legible copies without any notings in the margin? [Annexures could be retyped, if these are not legible] | |
| 17. | Have any unrelated Annexures or papers including previous notes of the Cabinet/Administrative Council been attached? (If so, they may be removed. In respect of old notes of Cabinet/AC only relevant extracts and minutes may be enclosed). | |
| 18. | If there are Annexures within Annexures, have these been numbered distinctly to ensure that there is no confusion? | |
| 19. | Have copies of the Reports / Acts / Orders etc. referred to in the body of the note been duly attached with the note or have these been forwarded separately to the GAD? | |
| 20. | Have the notes been properly stapled? (spiral binding or any other form of binding is not permitted, only stapling of notes is allowed). | |
| 21. | Has the proposed Agreement, MoU or Treaty with any of the UT/State Governments/Agencies been vetted by the Department of Law, Justice & Parliamentary Affairs. | |
| 22. | Has a copy of the draft Bill vetted by the Department of Law, Justice & Parliamentary Affairs been attached, in case of proposals relating to legislation? | |
| E | Details regarding earlier consideration of the note. | |
| 23. | Has the note been considered previously by the Cabinet/AC. If yes, have the facts/details regarding previous consideration including date of such consideration been mentioned in the note and copies of the minutes/approval accorded and only relevant extracts from the note considered earlier attached with it or reproduced in the note? | |
| F | Financial Implications. | |
| 24. | Have the financial implications been worked out and reflected correctly in the note? | |
| 25. | Are the requisite funds available with the Department and has the proposal been cleared by the Finance Department? | |
| F.I | Employment Generation Potential. | |
| 25A. | Has the Employment Generation Potential of the proposal is reflected in main body of the Note in a separate Paragraph after the Paragraph on 'Financial Implications'? | |
| G | Statement of Implementation Schedule and Statement of Equity, Innovation and Public Accountability. | |

| | | |
|----------|---|--|
| 26. | a. Are these attached immediately after the main note and marked as Appendix I & II respectively? b. in respect of infrastructure proposals, has Appendix III indicating milestones also been attached? | |
| 27. | Is Appendix-I in conformity with the approval paragraph and the prescribed format? | |
| 28. | Is Appendix-II in conformity with the prescribed format? | |
| 29. | Have all these statements been signed by the competent officer/authority? | |
| 30. | Is the fact regarding statements having been attached with the Note appropriately stated in the body of the Note? | |
| H | Applicability of Model Code of Conduct relating to Elections | |
| 31. | a. Is the Model Code of Conduct (concerning elections) for political parties applicable? b. If yes, will the proposal be affected by the code and whether concurrence of the Election Commission of India has been obtained through the GAD? | |
| I | Inter-Departmental consultations. | |
| 32. | Does the proposal in any manner impact the business of any other Department(s)? If so, have they been consulted or their concurrence obtained? | |
| 33. | Does the proposal have financial implications beyond the authority delegated to the Department and if so, has the Finance Department been consulted? | |
| 34. | In case of legislations, the making of rules or the orders of a general character in exercise of a statutory power conferred on the Government and the preparation of important contracts to be entered into by the Government, has the Departmental of Law, Justice & Parliamentary Affairs been consulted and the draft vetted by them? | |
| 35. | Whether in cases relating to the number or grade of posts, or to the strength of a service or to the pay or allowances of Government servants or to any other conditions of their service having financial implications, concerning the Finance Department prior concurrence of the Department of ARI & Trainings has been obtained or consultation carried out with that Department? | |
| 36. | Is the case fully covered by a decision or advice previously given by the Department of ARI & Trainings in respect of determination of the method of recruitment and conditions of service and interpretation of the existing orders of general application relating to such recruitment or conditions of service? | |
| 37. | Whether all Departments whose business could be impacted, have been consulted as per the time-lines prescribed? | |

| | | |
|----------|---|--|
| 38 | Has consultation required with the Departments of Rural Development & Panchayati Raj, Social Welfare, Forest, Ecology & Environment been carried out? | |
| 39 | Have the views of the consulted Departments been reflected properly in the main body of the Note along with the counter-comments of the sponsoring Department? | |
| 40 | Are the names of the Departments correctly written in the body of the note as these exist in the Transaction of Business of the Government of Union Territory of J&K Rules, 2019? | |
| 41 | Have copies of the Note been sent to differing Departments and the fact mentioned in the body of the Note and reconfirmed in the forwarding Memo? | |
| 42 | In cases where comments have not been received from the consulted Departments despite the lapse of the prescribed time limits, has an effort been made to pro-actively pursue the Departments concerned? | |
| 43 | Has the Home Department been consulted in matters related to security of the UT of J&K? | |
| J | Changes in the notes after inter-Departmental consultations. | |
| 44 | Are the proposals in the note the same as those included in the draft note circulated to Departments at the time of inter-departmental consultations? If the sponsoring Department has made substantial changes in the original proposals, had the note been recirculated for completing inter-departmental consultations? | |
| K | Presentations made before the Cabinet/Administrative Council/LG | |
| 45 | In case, presentations are made before the Cabinet/Administrative Council prior to the note being submitted for consideration of the Cabinet/Administrative Council, whether the following procedure has been adopted: (i) Issues concerning policy without financial implications may be processed in accordance with the directions given during the course of such presentations for being placed before the appropriate authority, and (ii) In respect of issues, where approval is sought for commencement of the schemes, programmes etc. having budgetary implications/financial outgo, has the prescribed procedure for approval(s) and necessary inter-departmental consultations been followed? | |
| L | Communication Plan and Press Brief | |
| 45 | Communication Plan to be prepared and shared with GAD(only for important decisions) | |
| 46 | Have two copies of the press brief in English been sent with the note to Chief Secretary Office? (This is mandatory). | |

| | | |
|----------|--|--|
| M | Approval Paragraph | |
| 47 | (i) Is the approval paragraph self-contained, brief and excludes any facts/ details on which approval of the Cabinet/AC is not required? (ii) Do the contents of Appendix -I correspond to the approval paragraph? | |
| N | Approval of Advisor/Minister-in-charge/Authority authorized to exercise the powers of Minister-in-charge. | |
| 48 | Has the approval of the Advisor/ Minister-in-charge/Authority authorized to exercise the powers of Minister-in-charge been taken for placing the note before the Cabinet/AC and indicated in the note? | |
| O | Change in the facts/circumstances after submission of Notes | |
| 49 | Has there been any change in the facts/circumstances after submission of the note for consideration of the Cabinet/AC including receipt of comments from the Departments or Autonomous bodies or other authorities. If so, a) has the GAD been informed about it? and b) has a Supplementary Note been prepared and requisite copies sent to the GAD or c) is the note required to be withdrawn for recasting? | |
| P | Prescribed time-lines. | |
| 50 | Have the time-lines prescribed for various activities including inter-department's consultations been followed? | |

Section 6: Specimen Cabinet/Administrative Council Note

(This note has been prepared only for training purposes and is not an actual note).

Copy NO. /30**SECRET**

File No. XXXXXXXXX

Department of Disaster Management, Relief & Rehabilitation

Srinagar, Dated the XXXX, YYYY

NOTE FOR SUBMISSION TO THE CABINET/ADMINISTRATIVE COUNCIL

SUBJECT: Approval for availing World Bank assistance of USD 250 Million (Rs 1500 cr approx) for the Jhelum Tawi Flood Recovery Project (JTFRP) and for signing of the Subsidiary Agreement with the Department of Economic Affairs, Government of India to make the assistance effective.

1. Introduction

The present proposal seeks approval of the Cabinet/Administrative Council for availing World Bank assistance USD 250 Million (Rs 1500 cr approx), entering into a subsidiary agreement with the Government of India as per draft annexed and constitution of project steering committee and authorizing the Hon'ble Chief Minister to incorporate changes in future in the steering committee in consultation with the world bank.

2. Background

In September, 2014 the J&K experienced torrential monsoon rains causing devastating floods and landslides in J&K. Jhelum and Chenab rivers as well as many other tributaries crossed the danger mark. The Jhelum river also breached its banks flooding many low-lying areas in Anantnag, Srinagar and adjoining districts. Overall, out of 6782 villages in the erstwhile state 5743 villages got affected and 74 villages' remains submerged in the floods resulting in the colossal loss to the life of the property, besides huge damages to the public infrastructure.

In order to provide immediate relief and support quick recovery of the damaged infrastructure, in addition to the funding available under the SDRF, the Department of Disaster Management, Relief & Rehabilitation through a memorandum to the Government of India, sought an additional assistance of Rs. 43, 960 Cr, for enhanced ex-gratia relief and restoration of damaged public infrastructure. Separately, the Government of J&K also sought a credit line facility from World Bank under the External Aided Projects (EAP's) through Department of Economic.

SECRET

Page No. 01 of 10

SECRET

File No. XXXXXXXXX

Department of Disaster Management, Relief & Rehabilitation**3. Proposal**

It is proposed to accord approval to the Department of Disaster Management, Relief & Rehabilitation, Government of J&K:-

- (a) for availing World Bank assistance of USD 250 Million (1500 cr approx) to be utilized under the indicative component wise break up as under:
 - i) Reconstruction and strengthening of critical infrastructure (US\$ 60m);
 - ii) Reconstruction of roads and bridges (US\$ 80m);
 - iii) Restoration of urban flood management infrastructure (US\$ 50m)
 - iv) Restoration and strengthening of livelihoods (US\$ 15m);
 - v) Strengthening disaster risk management capacity (US\$ 25m); and
 - vi) Implementation Support (US\$ 20m).
- (b) To enter into a subsidiary agreement with the Government of India as per draft as annexed as annexure.
- (c) Constitution of Steering Committee for implementation of the project in consultation with the DEA & the World Bank.

4. Financial implications

The Project is the World Bank aided and the World Bank has agreed to provide assistance to the tune of USD 250 Million to the Government of J&K which is to be spent over next five years.

5. Justification

- 5.1 The Project development objective is to support the recovery and increase disaster resilience in Project Areas, and increase the capacity of the UT Government (project implementing Entity) to respond promptly and effectively to any crisis or emergency.
- 5.2 The project focuses on restoring critical infrastructure using international best practices on resilient infrastructure. Given the vulnerability of the UT to floods and earthquakes, the infrastructure will be designed with upgraded resilient features, and will include contingency planning for future disaster events. Therefore, the project aims at both restoring essential services disrupted by the floods and improving the design standard and practices to increase resilience. The USD 250 Million project comprises a following components:

Reconstruction and strengthening of critical infrastructure (US\$ 60m);

SECRET

SECRET

File No. XXXXXXXXX

Department of Disaster Management, Relief & Rehabilitation

Reconstruction of roads and bridges (US\$ 80m);
Restoration of urban flood management infrastructure (US\$ 50m)
Restoration and strengthening of livelihoods (US\$ 15m);
Strengthening disaster risk management capacity (US\$ 25m); and
Implementation Support (US\$ 20m).

SECRET

SECRET**File No. XXXXXXXXX****Department of Disaster Management, Relief & Rehabilitation****6. Inter-Departmental consultations/ approval of Project by Department of Economic Affairs, Government of India on soft loan basis**

- 6.1 The request for funding under the EAP was agreed by the Government of India (GoI) and a joint team led by the Department of Economic Affairs (DEA), GoI, with representation from the World Bank visited Srinagar on October 21, 2014. Subsequently, on a request from GoI a Rapid Damage and Needs Assessment (RDNA) Mission of the World Bank visited the affected districts during February 1-6, 2015 in order to produce a rapid multi-sectoral assessment report of the damages and needs. The RDNA estimated the total damages and loss caused by floods at about Rs 21, 195 cr (equivalent US\$ 3,550.45), most of it to housing, livelihoods, and roads and bridges, public infrastructure and equipment of hospitals and education centers were also severely damaged. In addition to above, a Comprehensive Needs Assessment Report was prepared by a team of World Bank for reconstruction work in key infrastructure sectors and for livelihood restoration.
- 6.2 Based on the Comprehensive Needs Assessment Report, the World Bank agreed to provide assistance to the tune of 250 Million USD (Rs 1500 cr approx) to Government of J&K, which is to be spent over next 5 years, with the loan closing date being June 30, 2021. The on-lending arrangements between Government of J&K and Government of India will be governed by the guidelines on external assistance for special category states issued by Government of India from time to time. Essentially, for special category areas such as the J&K, the funds are made available as 10% loan and 90% grant.
- 6.3 Subsequently, the Indian Delegation and World Bank team negotiated and reached preliminary agreement on the project's Financial Agreement (FA) between India and the World Bank. The relief and rehabilitation Department, on behalf of Government of J&K, was designated as the nodal administrative department for the implementation of the project.
- 6.4 The Finance Department has been associated with the conceptualization and negotiation of the Project, both with the Government of India and the World Bank from the inception. The Department of Law, Justice & Parliamentary Affairs has vetted the Subsidiary Agreement to be signed.

SECRET

SECRET**File No. XXXXXXXXX****Department of Disaster Management, Relief & Rehabilitation****7. Employment Generation Potential**

The USD 15 Million has been earmarked for the restoration and strengthening of livelihoods of the affected population besides the primary beneficiaries would be the communities in the districts that were affected by loss of public service infrastructure that will be restored and improved under the project so will benefit the whole affected region.

8. Approval sought

Approval is accorded to the Department of Disaster Management, Relief & Rehabilitation, Government of J&K

- (a) for availing World Bank assistance of USD 250 Million (Rs 1500 cr approx) to be utilized under the indicative component wise break up as under:
 - i) Reconstruction and strengthening of critical infrastructure (US\$ 60m);
 - ii) Reconstruction of roads and bridges (US\$ 80m);
 - iii) Restoration of urban flood management infrastructure (US\$ 50m)
 - iv) Restoration and strengthening of livelihoods (US\$ 15m);
 - v) Strengthening disaster risk management capacity (US\$ 25m); and
 - vi) Implementation Support (US\$ 20m).
- (b) To enter into a subsidiary agreement with the Government of India as per draft as annexed as annexure.
- (c) Constitution of Steering Committee for implementation of the project in consultation with the DEA & the World Bank”.

9. The Statement of Implementation Schedule is at **Appendix-I (p-7).****SECRET**

SECRET**File No. XXXXXXXXX****Department of Disaster Management, Relief & Rehabilitation**

- 10.** The Statement of Equity, Innovation and Public Accountability is at Appendix II (p-8). The proposal would support the recovery and increase disaster resilience in affected/project areas and increase the capacity of the UT Government to respond promptly and effectively to any crisis or emergency.
- 11.** The Note has been seen and approved by the Minister-in-charge/Advisor of Department of Disaster Management, Relief & Rehabilitation.

Name_____

Designation_____

(Administrative Secretary of the Department)

Ph. No. _____

SECRET

SECRET**File No. XXXXXXXXX****Department of Disaster Management, Relief & Rehabilitation****APPENDIX-I**

(Refer para-8 page-5 of the note)

STATEMENT OF IMPLEMENTATION SCHEDULE

Subject: Approval for availing World Bank assistance of USD 250 Million (Rs 1500 cr approx) for the Jhelum Tawi Flood Recovery Project (JTFRP) and for signing of the Subsidiary Agreement with the Department of Economic Affairs, Government of India to make the assistance effective.

| Gist of decision required/proposal | Projected benefits/results | Time-frame and manner of Implementation |
|--|--|--|
| 1 | 2 | 3 |
| Providing assistance of USD 250 Million (Rs 1500 cr approx) for the Jhelum Tawi Flood Recovery Project (JTFRP) and signing of agreement thereof. | The project supports the recovery and increase disaster resilience in Project Areas, increase the capacity of the UT Government (project implementing Entity) to respond promptly and effectively to any crisis or emergency and will help in strengthening of livelihoods of the affected population. | Five years. |

Name_____

Designation_____

(Administrative Secretary of the Department)

Ph. No. _____

SECRET

SECRET**File No. XXXXXXXXX****Department of Disaster Management, Relief & Rehabilitation****APPENDIX-II**

(Refer para 10, page 6 of the Note)

STATEMENT OF EQUITY, INNOVATION AND PUBLIC ACCOUNTABILITY

Subject: Approval for availing World Bank assistance of USD 250 Million (Rs 1500 cr approx) for the Jhelum Tawi Flood Recovery Project (JTFRP) and for signing of the Subsidiary Agreement with the Department of Economic Affairs, Government of India to make the assistance effective.

| S. No. | The required goal | How does the proposal advance this goal? |
|---------------|--------------------------|--|
| 1. | Equity or Inclusiveness | The proposed project will support the recovery and increase disaster resilience in Project Areas, increase the capacity of the UT Government (project implementing Entity) to respond promptly and effectively to any crisis or emergency and will also help in strengthening of livelihoods of the affected population. |
| 2. | Innovation | Not applicable |
| 3. | Public Accountability | The Project Monitoring Unit will supervise and monitor <ol style="list-style-type: none"> The social and environmental monitoring Regular quality supervision and certification Periodic physical progress monitoring and third party quality audit Monitoring and evaluation PMU will also put in place a monitoring mechanism that includes photo identification and geo-referenced tracking system for works |

Name_____

Designation_____

(Administrative Secretary of the Department)

Ph. No. _____

SECRET

SECRET

File No. XXXXXXXXX

Department of Disaster Management, Relief & Rehabilitation

Annex-I

Refer to para 2, page 1 of the note)

Memorandum submitted to Government of India for relief and to the World Bank for financing.

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Extracts from the minutes of the meeting of Cabinet, if already discussed/approved.

Not applicable as the Cabinet is going to approve the proposal first time.

SECRET

SECRET**File No. XXXXXXXXX****Department of Disaster Management, Relief & Rehabilitation****Annex-II****(Refer to para 6, page-4 of note)**

Minutes of the meeting/inter-Departmental approval/recommendations with respect to the subject project.

Subject: Approval for availing World Bank assistance of USD 250 Million (Rs 1500 cr approx) for the Jhelum Tawi Flood Recovery Project (JTFRP) and for signing of the Subsidiary Agreement with the Department of Economic Affairs, Government of India to make the assistance effective.

The Finance Department has been associated with the conceptualization and negotiation of the Project, both with the Government of India and the World Bank from the inception. The Department of Law, Justice & Parliamentary Affairs has vetted the Subsidiary Agreement to be signed.

SECRET

